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Revised Estimate, 1891-92

Net Revenue and Expenditure	Budget Estimate, March 1891	Figures stated to the House of Commons, August 4, 1891.	Revised Estimate, March 1892	Comparison of Revised Estimate with Budget Estimate.
	Rx	Rx	Rx	Rx
Net Revenue -	48,890,800	49,390,800	49,726,900	+836,100
Net Expenditure -	48,775,200	48,995,200	49,806,900	+1,031,700
Surplus, including cost of Special Defence Works	115,600	395,600	—80,000	—195,600
Surplus, excluding cost of Special Defence Works	962,600	1,242,600	470,000	—492,600

When the Statement was laid before the House of Commons in August 1891, it was believed that the net Revenue would be increased by Rx 500,000, that the charge for Exchange would be enhanced by Rx 300,000, and that in other respects the net Expenditure would be reduced by Rx 80,000, so that the surplus was then estimated at Rx 395,600. The Revised Estimate, however, shows, as compared with the Budget, an increase of Rx 782,200 in Exchange, and, apart from Exchange, an increase of Rx 838,100 in the net Revenue, and of Rx 251,500 in the net Expenditure, making the position worse by Rx 195,600, and turning the expected surplus into a deficit of Rx 80,000. The increase of Rx 836,100 in the net Revenue (including Exchange) is caused by the following changes :—

Net Revenue.			*Remarks.*
Land Revenue - -	Rx	—484,800	Decrease of revenue in Madras.
Opium - - -		+821,200	Increase of revenue Rx 432,700, owing to higher prices at Calcutta and larger exports from Bombay; reduction of expenditure Rx 388,500, through the partial failure of the crop.
Salt - - -		+284,900	Increase of revenue.
Stamps - -		+74,600	
Excise - - -		+159,100	
Other heads - -		+1,100	
Total { Imperial +574,900 / Provincial +261,200 }		+836,100	

Of the increase of Rx 1,031,700 in the net Expenditure charged on the Revenue, Rx 780,200 is due to Exchange on sterling transactions. Dividing that among the various heads, the increase of charge may be thus explained :—

Net Expenditure.			*Remarks.*
Interest - -	Rx	+390,700	Discount on loan in England, and increase of charge for exchange.
Telegraph - -		—91,500	Increase of revenue.
Mint - - -		+66,500	Reduction of receipts.
Police - - -		—158,300	Chiefly reduction of charge, especially in Burma.
Marine - - -		—78,800	Reduction of expenditure, Rx 46,800; increase of receipts, Rx 32,000.
Medical - - -		+44,600	Increase of expenditure in Madras.
Political - -		+56,700	Increase of charge, owing to irregular dates of payments.
Civil Superannuation -		+106,300	Mainly increased charge for exchange.
Miscellaneous - -		—137,900	Reduction of expenditure in Madras, partly nominal, and increased receipts in Bombay.
Construction of Protective Railways - -		—680,100	It having been found impossible to spend on Protective Railways the full amount provided in the Budget, a larger portion of the grant for Famine Insurance became available for reduction of debt.
Reduction of Debt -		+802,800	
Railway Revenue Account -		—972,000	Unusual amount of traffic.
Buildings and Roads -		+121,000	Increase of expenditure on both military and civil works.
Army - - -		+1,479,000	Increase of expenditure in India Rx 1,095,500, chiefly for special expeditions, mobilisation, and remounts; in England £123,100, owing to expected payment of arrears; and in exchange Rx 260,400.
Special Defence Works -		—297,000	Reduction of expenditure in India Rx 60,600, in England £175,500, and in exchange Rx 60,900.
Other heads - - -		+13,700	
Total increase of net Expenditure: Imperial +770,500 / Provincial —105,700		+664,800	
But the improvement belonging to the Provincial Governments, by reason of the above-mentioned increase of their part of the net Revenue by Rx 261,200, and reduction of the net Expenditure by Rx 105,700, was - -		366,900	The position of the Provincial Governments was better than had been estimated to the following extent:—Burma, Rx 181,300; Bombay, Rx 99,300; Punjab, Rx 64,800; Central Provinces, Rx 63,300; North-west Provinces, Rx 49,100; Assam, Rx 25,200; and India General, Rx 1,200; while Bengal was worse by Rx 33,400; and Madras by Rx 83,000.
Consequently, the net Expenditure charged on the Revenue, was increased by - -		1,031,700	The approximate Accounts show, however, an improvement over the Revised Estimate of Rx 434,000. The net Revenue is increased by Rx 201,000, of which Rx 61,000 occurs under Land Revenue, and Rx 44,000 under Stamps. The net Expenditure is diminished by Rx 233,000, owing to the improvement in the net receipts from Railways, to the unavoidable postponement till April 1892 of the payment for arrears of Army charges in England, and to the reduction of the charge for Exchange. Instead, therefore, of the deficit of Rx 80,000 expected in the Revised Estimate, a surplus of Rx 354,000 is now anticipated.
And, deducting from this the increase of Rx 836,100 in the net Revenue, the position of the Imperial Government is so to be worse by - -		195,600	

Budget Estimate, 1892-93.

Net Revenue and Expenditure.	Revised Estimate, 1891-92.	Budget Estimate, 1892-93.	Comparison.
	Rx	Rx	Rx
Net Revenue	49,726,900	49,581,800	*—145,100*
Net Expenditure	49,806,900	49,435,200	*—371,700*
Surplus, including cost of Special Defence Works	*—80,000*	146,600	+226,600
Surplus, excluding cost of Special Defence Works	470,000	761,100	+291,100

There is an estimated reduction of Rx 145,100 in the net Revenue, and of Rx 371,700 in the net Expenditure, so that it is anticipated that the position will be better by Rx 226,600.

The reduction of Rx 145,100 in the net Revenue is expected to occur in the following manner :—

Net Revenue.		*Remarks.*
Land Revenue	Rx +616,100	Increase of Revenue, particularly in Madras.
Opium	*—740,200*	Reduction of Revenue Rx 391,500, owing to expectation of lower prices and diminished sales at Calcutta; increase of charge in Bengal Rx 348,700, the crop in 1891-92 having been below the average.
Salt	*—116,700*	Reduction of Revenue, especially in Madras, Rx 76,000; increase of charge in Madras and Bombay, Rx 40,700.
Provincial Rates	+143,100	Increase of Revenue.
Other heads	*—47,400*	
Reduction of net revenue: Imperial +525,300, Provincial *—670,400*	*—145,100*	

The reduction of Rx 371,700 in the net Expenditure charged on the Revenue is thus explained :—

Net Expenditure.		*Remarks.*
Interest	Rx *—385,400*	In India reduction of charge Rx 160,500, and increase of receipts Rx 74,300; in England, reduction of charge £243,500 and reduction of receipts £33,000; increased net charge for Exchange Rx 59,900.
Telegraph	+63,200	Principally increase of charge.
Police	+120,300	Increase of expenditure, particularly in Bombay, Madras, the Punjab, and Burma, Rx 104,600; reduction of receipts Rx 15,700.
Marine	+128,000	Increase of expenditure in India Rx 58,200, in England £32,600, and in Exchange Rx 25,600; reduction of receipts Rx 11,600.
Education	+80,600	Increase of expenditure, especially in Bombay and Madras.
Minor Departments	*—133,400*	Reduction of charge, which in the previous year was swollen by the provision for the census.
Civil Superannuation	+169,100	Mainly owing to increased charge for Exchange.
Exchange on Remittance Accounts	*—129,300*	Greater difference, owing to the fall in Exchange, between the remitting rate and the contract rates of the Railway Companies.
Famine Relief	+96,600	Heavier expenditure, chiefly in Madras.
Construction of Protective Railways	+716,800	Increased allotment to the East Coast Railway, leaving no funds available for reduction of debt.
Reduction of Debt	*—802,800*	
Construction of Railways (beyond grant from Famine Insurance)	+118,900	Special grants for railways in Madras.
Railway Revenue Account	+1,045,700	Receipts less Rx 822,200; Exchange worse Rx 406,300; other charges less Rx 182,800.
Buildings and Roads: Civil Works	*—293,300*	Reduction of expenditure, principally in the North-West Provinces, Bengal, Madras, and the Punjab.
Army	*—570,500*	Reduction in India Rx 586,000; and in England £192,300; increase in Exchange Rx 207,800.
Special Defence Works	+64,500	Increase for stores in England £54,600, and for exchange Rx 38,400; reduction of expenditure in India, Rx 28,500.
Other heads	+39,500	
Total increase of net Expenditure: Imperial +298,700, Provincial +29,800	+328,500	

Brought forward - Rx	+328,500	
But there is a charge borne by the Provincial Governments, in consequence of the reduction of their portion of the net Revenue by Rx 670,400, and the increase of their net expenditure by Rx 29,800, amounting to - -	—700,200	According to the Budget for 1892–93, Madras is expected to be worse by Rx 406,700, Bombay by Rx 191,100, Burma by Rx 165,200, the Punjab by Rx 121,200, the North-West Provinces by Rx 76.500, the Central Provinces by Rx 73,600, Bengal by Rx 73,200, and other Provinces by Rx 54,200, making a total of Rx 1,161,700. In the revised Estimate for 1891–92 the Provincial Governments spend only Rx 461,500 from their balances; so that in the Estimate for 1892–93 their position is worse than in that for 1891–92 by Rx 700,200. The reduction of balances in 1892–93 is partly due to the revision of the agreements made with the Local Governments, by which they contribute sums amounting to Rx 466,300 to the Imperial revenue.
So that the net Expenditure charged on the Revenue is reduced by - - -	—371,700	
And, setting this against the reduction of Rx 145,100 in the net revenue, the position of the Imperial Government is, on the whole, better by - -	226,600	

Principal Changes in the last Three Years.

The Accounts of the year 1889–90 ended with a surplus of Rx 2,612,100, and the Budget Estimate for 1892–93 shows one of Rx 146,600, the difference being Rx 2,465,500, of which the increased charge for exchange and the diminished receipts from the same cause account for Rx 1,570,300. The following tables show the principal changes that have taken place since March 1890.

Net Revenue and Expenditure.		Accounts, 1889–90.	Budget, 1892–93.	Comparsion.
Net Revenue - - -	Rx	49,952,200	49,581,800	—370,400
Net Expenditure:				
India: Imperial - -	Rx	13,263,000	13,014,800	—248,200
„ Provincial - -	Rx	13,104,800	12,854,900	—249,900
England - - -	£	14,476,100	15,710,300	1,234,200
Exchange - - -	Rx	6,496,200	7,855,200	1,359,000
Total - -	Rx	47,340,100	49,435,200	2,095,100
Surplus - - -	Rx	2,612,100	146,600	—2,465,500

Although there has been an improvement in every head of the net Revenue, except Opium, Forest, and Tributes, there is, on the whole, a falling-off amounting to Rx 370,400 :—

Net Revenue.

	Rx	
Land Revenue	+295,100	Increase in the North-West Provinces Rx 180,500, in the Punjab Rx 113,400, in Lower Burma Rx 102,400, in Upper Burma Rx 43,800, in Bombay Rx 37,400, and in the minor provinces Rx 24,300; reduction in Bengal Rx 135,700, and in Madras Rx 71,000.
Opium	*—1,578,200*	Reduction in receipts at Calcutta Rx 801,800, owing to fall in price from Rs. 1,136 to Rs. 1,050 per chest, and diminution of amount sold by 3,000 chests; reduction in miscellaneous receipts Rx 6,700; reduction on Malwa opium Rx 139,900, owing chiefly to lowering of the duty from Rs. 650 to Rs. 600 per chest; increase of charge Rx 629,700.
Salt	+268,200	Increase of Revenue Rx 357,000; increase of charge Rx 88,800.
Stamps	+135,600	Increase of Revenue.
Excise	+160,700	
Provincial Rates	+210,000	
Customs	+171,300	Increase of receipts from duty on imports of liquors, petroleum, &c. Rx 65,800, and on exports of rice Rx 132,100; reduction of miscellaneous receipts and increase of Expenditure Rx 26,600.
Assessed Taxes	+45,200	Increase of Revenue.
Forest	*—109,000*	Increase of Revenue Rx 80,900, and of Expenditure Rx 189,900, especially in Bombay and Madras.
Other heads	+30,700	
Total { Imperial	*—120,500*	*—370,400*
Total { Provincial	*—249,900*	

The details of the increase of Rx 2,095,100 in the net Expenditure are given in the following statement :—

Net Expenditure.

	Rx	
Interest	*—301,700*	In India, reduction of charge Rx 377,300, and increase of receipts Rx 196,800; in England, reduction of charge £6,500, and reduction of receipts £110,600, and increase of charge for Exchange Rx 168,300.
Mint	+37,300	Diminution of receipts.
General Administration	+72,400	Increase in India, Rx 46,900; in England £8,8[illegible] and in Exchange, Rx 16,700.
Law and Justice	+163,900	Increase of Expenditure Rx 195,600, and [illegible] receipts Rx 31,700.
Marine	+105,300	Increase of Expenditure in India Rx 10,500; in England, chiefly owing to payment to Admiralty for manning and maintaining Government defence vessels, £70,900; and in Exchange Rx 40,900; increase of receipts Rx 17,000.
Education	+168,500	Increase of Expenditure, particularly in Madras and Bombay.
Medical	+140,400	
Political	+116,400	Part of a subsidy due in 1889–90 was not paid till the following year.
Minor Departments	+40,300	Increase of Expenditure Rx 33,500; reduction of receipts Rx 6,800.
Other Civil Departments	+30,600	
Civil Superannuation	+378,000	Increase of charge in India Rx 89,700, and in England £122,900; Exchange worse Rx 142,300; reduction of receipts Rx 23,100.
Exchange on Remittance Accounts	+208,200	Reduction of receipts, owing to smaller Expenditure of the Railway Companies working with fixed rates of Exchange on capital transactions.
Miscellaneous	+42,700	Reduction of receipts Rx 79,000; and of Expenditure Rx 36,300.
Carried forward	+1,202,300	

	Rx	
Brought forward - -	+1,202,300	
Famine Relief and Insurance -	+606,700	Further Expenditure of Rx 61,700 on Famine Relief, and allotment of Rx 1,011,700 for construction of Protective Railways; diminution of the grant for Reduction of Debt by Rx 460,300, and of that for Irrigation Works by Rx 6,400.
Construction of Railways (beyond grant under Famine Insurance)	+296,500	Owing to special allotment of Revenue for this purpose.
Railway Revenue Account -	*—278,100*	Increased charge for Exchange Rx 353,400; in other respects, State Railways better Rx 411,800, Guaranteed Railways Rx 127,100, Subsidized Railways Rx 3,500, and Miscellaneous Expenditure Rx 89,100.
Irrigation - - - -	+41,200	
Buildings and Roads:		
Military - - -	+46,800	Increase of Expenditure.
Civil - - - -	+505,200	Increase of Expenditure, especially in Burma, Assam, Baluchistan, the North-West Provinces, and Madras; reduction in the Punjab.
Army:		
Effective - -	+1,089,700	Increase of Expenditure in India Rx 45,100; in England, chiefly for Ordnance Stores, £493,400; and in Exchange Rx 345,500; reduction of receipts Rx 205,700.
Non-effective - - -	+336,700	Increase of net Expenditure in India Rx 15,800, in England £144,000, and in Exchange Rx 176,900.
Special Defence Works - -	*—75,000*	Reduction of Expenditure in India.
Other Heads - - -	+33,800	
Total increase of net Expenditure: Rx — Imperial - +2,345,000; Provincial - +1,460,800	+3,805,800	
But, owing to this increase of Rx 1,460,800 in the Provincial Expenditure, and the reduction of the Provincial Revenue by Rx 249,900, the portion to be borne by the Provincial Governments amounts to -	*—1,710,700*	In 1889–90 there was a sum of Rx 549,000 unspent by the Provincial Governments and added to their balances. In 1892–93, on the other hand, they are expected to spend from their balances Rx 1,161,700 beyond their income.
Consequently the increase in the Net Expenditure charged on the Revenue is - - -	+2,095,100	
And, adding to this the diminution of Rx 370,400 in the net Revenue, the Imperial position is, on the whole, worse by -	2,465,500	

The difference in the position of the two years may be thus summed up. A fall of Rx 1,578,200 under the head of Opium was to a great extent met by an improvement of Rx 1,207,800 in the other principal sources of revenue. The net Expenditure on the Railway Revenue Account, on Irrigation, and in the payment of Interest on Debt, has been reduced by Rx 538,600; but the Military Expenditure is increased by Rx 1,398,200, and the Civil Expenditure, including Superannuation, by Rx 1,329,600, there is a diminution of Rx 208,200 in the exceptional gain by Exchange on the capital outlay of the Railway Companies, &c., and an increase of Rx 903,200 in the sums allotted from Revenue for famine relief and insurance and for the construction of Railways, and of Rx 505,200 in the charge for Civil Buildings and Roads. Towards this Expenditure there is an increase of Rx 1,710,700 in the appropriation from the Provincial Balances; and, as the final result, the position of the Imperial Government is worse by Rx 2,465,500.

In the following table the principal causes are shown of the improvement or deterioration in the Accounts for 1890–91, and the Estimates for 1891–92 and 1892–93, when compared with the Accounts for 1889–90. A great improvement has taken place in the main sources of Revenue except Opium, in the reduction of the charge for Interest, and in the returns from Railways; but the net receipts from Opium, which were unusually large in 1889–90, are much less than in that year; in 1890–91 there was a great reduction of the charge for Exchange, while special contributions were received from the Provincial Governments; in all three of the later years the Military Expenditure is very high; and in the Estimates for both 1891–92 and

1892–93 the Civil Expenditure is largely increased, and the grant for Famine Relief and Insurance has been raised to its full amount :—

Net Revenue and Expenditure better (+) or worse (−) than in 1889–90.		Accounts, 1890–91.	Revised Estimate, 1891–92.	Budget Estimate, 1892–93.
		Rx	Rx	Rx
Exchange on all accounts - - - - -		+1,310,100	— *528,800*	—*1,530,300*
Other figures apart from Exchange	Principal Heads of Revenue, except Opium	+ 677,600	+ 612,400	+1,211,000
	Opium - - - - -	—*1,279,900*	— *838,200*	—*1,578,300*
	Civil Departments - - - -	— *153,800*	— *524,900*	— *771,700*
	Famine Relief and Insurance - -	—	— *609,900*	— *606,700*
	Interest - - - - - -	— *146,900*	+ 24,600	+ 469,900
	Railway Revenue Account - - -	+ 511,100	+1,270,900	+ 631,500
	Military Expenditure - - -	— *468,200*	—*1,875,400*	— *877,700*
	Other Charges - - - -	+ 626,200	— *222,700*	+ 586,900
		+1,076,200	—*2,692,000*	—*2,465,400*

Famine Relief and Insurance.

In accordance with the policy adopted in 1881, respecting Famine Insurance, it was decided annually to set aside Rx 1,500,000 from Revenue, for the actual relief of famine, for the construction of works calculated to protect the country from famine, or for the reduction of the existing Debt, or avoidance of Debt otherwise about to be incurred, so as to form a set-off against the borrowing that might be expected in a year when famine arose. From 1886–87, however, to 1890–91, it was found impracticable to make the entire grant as intended, without imposing fresh taxation for the purpose. The following table shows to what extent the Revenue has been so appropriated :—

Years.	Famine Relief.	Construction of Protective Irrigation Works.	Construction of Protective Railways.		Reduction or avoidance of Debt.	Total.
			Charged under Famine Relief and Insurance.	Charged under Railway Revenue Account.		
	Rx	Rx	Rx	Rx	Rx	Rx
1881–82 - -	34,883	135,449	682,403	—	715,151	1,567,886
1882–83 - -	22,103	263,443	—*133,129*	—	1,343,555	1,495,972
1883–84 - -	9,205	283,223	649,248	—	581,137	1,522,813
1884–85 - -	7,350	253,046	946,457	—	341,504	1,548,357
1885–86 - -	40,695	186,807	589,000	29,271	683,498	1,529,271
1886–87 - -	1,041	107,979	200,000	151,812	—	460,832
1887–88 - -	402	91,006	—	285,199	—	376,607
1888–89 - -	7,799	70,537	—	430,182	—	508,518
1889–90 - -	68,288	71,457	—	462,009	460,255	1,062,009
1890–91 - -	5,579	74,392	—	482,351	520,029	1,082,351
Revised Estimate, 1891–92	33,400	78,800	294,900	290,100	802,800	1,500,000
Budget, 1892–93 -	130,000	65,000	1,011,700	293,300	—	1,500,000

Upper Burma.

The following is a statement of the net Expenditure and Revenue on account of Upper Burma, including the local payments and receipts :—

	Account, 1889–90.	Account, 1890–91.	Revised Estimate, 1891–92.	Budget Estimate, 1892–93.
Net Expenditure.	Rx	Rx	Rx	Rx
Police	832,600	715,800	654,900	647,800
General Administration	22,100	19,900	19,700	20,200
Law and Justice	82,700	55,100	88,800	93,200
Marine	30,700	26,500	31,800	53,800
Medical	16,400	16,600	17,000	20,300
Political (including pensions)	44,600	49,400	48,800	41,700
Other Civil Charges	300	5,100	4,800	4,400
Railway Revenue Account*	57,300	34,200	39,000	54,000
Irrigation Works	18,900	28,100	87,500	50,000
Buildings and Roads : Military	139,800	137,900	154,900	145,300
„ „ Civil	300,700	303,700	341,900	312,800
Extra Army Charges	435,800	350,300	400,000	480,000
	1,981,900	1,772,600	1,889,100	1,923,500
Net Revenue.				
Land Revenue	409,100	458,500	422,100	452,000
Stamps	19,400	22,600	23,400	24,900
Excise	45,300	41,500	45,000	46,500
Forest	153,300	134,300	90,000	156,000
Tributes	19,200	24,700	33,800	27,200
Other Heads	4,600	5,700	5,400	8,800
	650,900	687,300	619,700	715,400
Net Charge	1,331,000	1,085,300	1,269,400	1,208,100

* Inclusive of interest on capital outlay.

Exchange.

The following Table shows the amount of the net sterling expenditure in England in recent years, the average rate at which the remittances from India have been effected, the amount under the head of Exchange involved in that sterling expenditure, the further charge or gain in India on the remittance account, the additional estimated payment to the British soldiers arising from the fall in exchange, and the total charge on the revenues on account of Exchange.

Years.	Net Sterling Expenditure.	Average Rate at which Remittances were effected.	Exchange on Net Sterling Expenditure.	Exchange in India on Remittance Accounts.	Additional Payment to European Soldiers on account of Exchange (approximate).	Total Charge for Exchange.
	£	*d.*	Rx	Rx (+ charge, – gain)	Rx	Rx
1881–82	14,043,000	19·895	2,897,000	+ 91,000	—	2,988,000
1882–83	13,800,000	19·525	3,166,000	+ 65,000	—	3,231,000
1883–84	14,770,000	19·536	3,375,000	— *61,000*	46,000	3,360,000
1884–85	13,844,000	19·308	3,364,000	— *12,000*	184,000	3,536,000
1885–86	13,756,000	18·254	4,330,000	— *264,000*	224,000	4,290,000
1886–87	14,172,000	17·441	5,330,000	+ 26,000	276,000	5,632,000
1887–88	15,128,000	16·898	6,357,000	— *745,000*	437,000	6,049,000
1888–89	14,653,000	16·379	6,818,000	— *952,000*	502,000	6,368,000
1889–90	14,513,000	16·566	6,513,000	— *387,000*	567,000	6,693,000
1890–91	15,177,000	18·090	4,959,000	— *78,000*	502,000	5,383,000
Revised Estimate, 1891–92	15,938,000	16·733	6,949,000	— *49,000*	322,000	7,222,000
Budget, 1892–93	15,750,000	16·000	7,875,000	— *178,000*	527,000	8,224,000

Home Charges.

The following is an analysis of the net Expenditure in England charged on the Revenues of the year, with the Exchange added :—

Net Expenditure.	Account, 1890–91.			Revised Estimate, 1891–92.			Budget, 1892–93.		
	Sterling.	Exchange.	Equivalent of Sterling Payments.	Sterling.	Exchange.	Equivalent of Sterling Payments.	Sterling.	Exchange.	Equivalent of Sterling Payments.
Interest and Management of Debt (excluding Interest charged in Railway Revenue Account)	£ 2,391,252	Rx 781,344	Rx 3,172,596	£ 2,625,300	Rx 1,144,600	Rx 3,769,900	£ 2,416,000	Rx 1,208,000	Rx 3,624,000
Railway Revenue Account	5,701,242	1,862,886	7,564,128	5,652,000	2,464,300	8,116,300	5,740,700	2,870,300	8,611,000
Civil Administration:									
Payments on account of Departments in India, passage, outfit, &c.	17,787	5,812	23,599	20,300	9,100	29,900	27,400	13,700	41,100
Postal Subsidy	44,975	14,696	59,671	59,900	26,100	86,000	59,900	30,000	89,900
Telegraph: Red Sea Company's Annuity	18,027	5,890	23,917	18,000	7,800	25,800	18,000	9,000	27,000
„ Indo-European	8,495	2,776	11,271	39,800	17,300	57,100	44,300	22,100	66,400
Public Works: Civil Engineering College	*−1,029*	*−336*	*−1,365*	1,300	600	1,900	*−2,100*	*−1,000*	*−3,100*
„ Other Charges	6,861	2,242	9,103	6,000	2,600	8,600	6,500	3,200	9,700
Marine: Her Majesty's ships in Indian Seas	37,902	12,384	50,286	51,200	22,300	73,500	49,600	24,800	74,400
„ Indian Government Defence Vessels	—	—	—	6,000	2,600	8,600	55,000	27,500	82,500
„ Other Charges	2,202	719	2,921	700	300	1,000	1,000	500	1,500
Civil Service: Allowances to Candidates, Examinations, &c.	19,954	6,520	26,474	18,500	8,100	26,600	16,600	8,300	24,900
Lunatics: Maintenance	3,787	1,237	5,024	4,800	2,100	6,900	6,100	3,100	9,200
„ Sale of Ealing Asylum Estate	*−31,000*	*−10,129*	*−41,129*	—	—	—	—	—	—
Political charges: Persian Mission	10,000	3,267	13,267	7,000	3,000	10,000	7,000	3,500	10,500
„ Diplomatic and Consular Establishments in China	12,500	4,084	16,584	12,500	5,400	17,900	12,500	6,200	18,700
„ Pensions: territorial and political	15,985	5,223	21,208	54,200	23,600	77,800	23,900	12,000	35,900
„ Other Charges	560	183	743	6,200	2,700	8,900	2,200	1,100	3,300
India Office; Salaries of Establishment	134,071	43,808	177,879	136,600	59,600	196,200	136,400	68,200	204,600
„ Auditor's Department	6,590	2,153	8,743	6,800	3,000	9,800	6,800	3,400	10,200
„ Store Department	24,998	8,168	33,166	24,600	10,700	35,300	25,900	12,900	38,800
„ Stationery, postage, telegrams, and other charges	21,814	7,128	28,942	21,700	9,500	31,200	21,500	10,800	32,300
Army: Effective: Home Charges of British Forces serving in India	786,459	256,976	1,043,435	954,500	416,200	1,370,700	772,000	386,000	1,158,000
„ „ Troop Service and Transport	222,037	72,551	294,588	228,900	99,800	328,700	233,600	116,800	350,400
„ „ Other Charges	17,955	5,867	23,822	21,100	9,200	30,300	18,000	9,000	27,000
Stores: Civil and Public Works	199,080	65,049	264,129	182,600	79,600	262,200	206,500	103,400	310,200
„ Telegraph	74,662	24,396	99,058	84,400	36,800	121,200	83,500	41,700	125,200
„ Marine	75,638	24,715	100,353	87,200	38,000	125,200	72,100	36,100	108,200
„ Military	1,007,422	329,176	1,336,598	1,091,900	476,100	1,568,000	1,040,600	520,300	1,560,900
„ Special Defence Works (including Establishment)	180,470	58,969	239,439	174,500	76,100	250,600	229,100	114,500	343,600
„ Miscellaneous Charges	3,246	1,061	4,307	9,100	4,000	13,100	8,900	4,500	13,400
Furlough: Civil and Marine	174,040	56,868	230,908	193,700	84,400	278,100	209,000	104,500	313,500
„ Military	275,900	90,151	366,051	308,000	134,300	442,300	303,000	151,500	454,500
„ Telegraph	5,290	1,728	7,018	5,400	2,300	7,700	4,900	2,400	7,300
„ Public Works	43,785	14,307	58,092	49,000	21,400	70,400	54,000	27,000	81,000
Non-Effective Charges: Civil and Marine	965,239	315,393	1,280,632	1,016,300	443,100	1,459,400	1,031,800	515,900	1,547,700
„ „ Military	2,698,670	881,793	3,580,463	2,757,700	1,202,400	3,960,100	2,807,100	1,403,600	4,210,700
Total	15,176,866	4,959,055	20,135,921	15,938,200	6,949,000	22,887,200	15,749,600	7,874,800	23,624,400

There is an increase in the Budget of 1892–93, as compared with the Account for 1890–91, of 174,991*l.* for Non-Effective charges, of 100,482*l.* on Stores chiefly for the Army and for Special Defence Works, of 71,885*l.* for Furlough Pay, of 55,000*l.* as a subsidy to the Admiralty for manning and maintaining the Indian Government Defence Vessels, of 39,458*l.* on Railway Revenue Account, and of 130,918*l.* on all other accounts; so that there is a total increase of 572,734*l.* in the sterling payments, while the charge for Exchange is higher by Rx 2,915,745.

The Expenditure in England not charged on the Revenues of the year, according to the Accounts and Estimates, is as follows:—

Expenditure.	Account, 1890-91.			Revised Estimate, 1891-92.			Budget Estimate, 1892-93.		
	Sterling.	Exchange.	Equivalent of Sterling Payments.	Sterling.	Exchange.	Equivalent of Sterling Payments.	Sterling.	Exchange.	Equivalent of Sterling Payments.
Capital outlay on construction of State Railways - -	£ 1,072,357	Rx 350,394	Rx 1,422,751	£ 870,000	Rx 379,300	Rx 1,249,300	£ 1,382,000	Rx 691,000	Rx 2,073,000
„ „ on Irrigation Works - -	7,306	2,387	9,693	8,200	3,600	11,800	3,700	1,800	5,500
Total - -	1,079,663	352,781	1,432,444	878,200	382,900	1,261,100	1,385,700	692,800	2,078,500

Railways.

The sanctioned mileage of Railways in India on the 31st of December 1891 was 20,004, of which 17,209 miles were open for traffic. The additional length opened in 1890 was 969 miles, of which 246 were on the Bengal-Nagpur Railway, 167 on the Jodhpore-Bikanir, 162 on the Delhi-Umballa-Kalka, 121 on the Villupuram-Guntakal Railway, 65 on the Gaekwar's Mehsana line, 57 on the Lucknow-Bareilly section of the Rohilkand-Kumaun Railway, 53 on the Mu Valley, and 98 on other lines. The length sanctioned during the year was 1,615 miles, namely, 724 on the Assam-Bengal Railway, 170 on the Mu Valley Railway, 152 on that from Lucknow through Rae Bareli to Jaunpur, 104 on the Mianwali-Mari-Attock line, 77 on the railway from Hyderabad to Umarkot, 72 on the Jodhpore-Bikanir Railway, 56 on the Bareilly-Rampur-Moradabad, 56 on the Mushkaf-Bolan line, 46 on the Villupuram-Guntakal section of the South Indian Railway, 40 on the Bengal Dooars, 36 on the Eastern Bengal, and 82 on other lines.

Including Capital Expenditure on Steam-boat Service and Suspense Account, but excluding other indirect charges, the following are the general results of working the Railways for the last three calendar years:—

——	1889.	1890.	1891.
Miles open at end of year - -	15,759	16,233	17,209
Capital outlay at end of year - Rx	205,046,099	211,982,149	219,615,655
Average cost per open mile - „	13,011	13,059	12,762
Number of passengers carried -	110,402,383	113,828,810	117,350,399
Number of tons of goods carried -	22,155,164	22,521,192	25,730,025
Gross receipts - - - Rx	20,493,663	20,622,572	23,933,922
Working expenses - - „	10,377,401	10,268,075	11,238,084
Net receipts - - - „	10,116,262	10,354,497	12,695,838
Percentage of net receipts on capital cost - - - -	4·93	4·88	5·78

While, however, the Railways gave in India a return exceeding $5\frac{3}{4}$ per cent. on their capital cost, the expense of paying in England the interest in gold was so heavy, that the result of the Railway Revenue Account is to impose a considerable charge on the Government as shown in the following statement:—

	Account, 1890-91.	Revised Estimate, 1891-92.	Budget Estimate, 1892-93.
	Rx	Rx	Rx
Receipts - - - - -	17,235,978	19,654,900	18,832,700
Expenditure - - - - - -	17,923,269	20,183,700	20,407,200
Net Charge - -	687,291	528,800	1,574,500

The amount of the Net Charge has been greatly reduced in recent years, though in the Budget it has again risen, owing to the estimate of traffic having been taken at a moderate amount. Even then, however, it is much less than the sums included in the Railway Revenue Account for Exchange, which are as follows:—

	Rx
Account, 1890-91 - - - - -	1,862,886
Revised Estimate, 1891-92 - - - -	2,464,200
Budget Estimate, 1892-93 - - - -	2,870,500

Irrigation Works.

The following is the financial result of the works of Irrigation during the three years to which the statement refers :—

	Account, 1890–91.	Revised Estimate, 1891–92.	Budget Estimate, 1892–93.
Major Works:	Rx	Rx	Rx
Direct receipts	1,284,683	1,371,600	1,323,200
Portion of Land Revenue due to Irrigation	708,996	689,500	704,400
Total Revenue	1,993,679	2,061,100	2,027,600
Working expenses	758,413	772,800	771,000
Net Revenue	1,235,266	1,288,300	1,256,600
Interest on Debt	1,081,439	1,109,600	1,138,900
Net Receipt	153,827	178,700	117,700
Minor Works and Navigation : net Charge	723,377	892,300	820,500
Total net Charge	569,550	713,600	702,800

The direct receipts, of which nearly eight-ninths consist of rates for irrigation, are chiefly derived from the large canals in Upper India; namely, the Ganges, Lower Ganges, Agra, and Eastern Jumna canals, in the North-West Provinces, the Bari Doab, Western Jumna, and Sirhind Canals, in the Punjab, and the Son project in Bengal. Of the portion of the land revenue credited to irrigation works, nearly two-thirds is derived from those in the deltas of the great rivers in Madras, especially the Godávári and Kistna.

The capital outlay on the principal Works of Irrigation has been as follows :—

	To the close of 1889–90.	During 1890–91.	Estimated in 1891–92.	Estimated in 1892–93.	Total to end of 1892–93.	Percentage of Revenue in 1890–91 on capital outlay.
	Rx	Rx	Rx	Rx	Rx	
Bengal: Orissa Project	2,388,628	33,160	41,600	40,000	2,503,388	—·*39*
Midnapore Series	828,013	—*3,589*	1,600	—	826,024	·46
Son Canal	2,535,664	17,136	21,200	20,000	2,594,000	·30
N.-W. Provinces: Ganges Canal	2,669,588	15,473	20,500	28,500	2,734,061	7·82
Lower Ganges Canal.	3,080,936	18,915	19,700	25,400	3,144,951	2·34
Agra Canal	845,754	3,393	3,600	5,500	858,247	4·50
Eastern Jumna Canal.	313,885	4,622	5,900	10,600	335,007	24·09
Betwa Canal	395,210	1,297	1,300	3,100	400,907	—·77
Punjab: Western Jumna Canal	1,056,612	5,844	7,500	20,000	1,089,956	10·03
Sirsa Branch Canal (State outlay).*	13,473	46,442	55,200	60,000	175,115	—
Bari Doab Canal	1,577,572	2,821	2,000	30,000	1,612,393	8·67
SirhindCanal (State outlay)*	2,239,840	—*26,398*	36,800	20,000	2,270,242	4·96
Chenab Canal	366,034	188,781	335,000	120,000	1,009,815	·15
Swat River Canal	344,494	3,095	1,000	4,500	353,089	4·25
Madras: Godavari Delta System	1,083,306	976	6,700	—	1,090,982	14·84
Kistna Delta System	883,776	47,098	42,200	42,300	1,015,374	14·38
Sangam Anicut System	296,088	1,899	3,100	3,600	304,687	2·63
Kurnool Canal	2,164,167	—	—	—	2,164,167	—·*15*
Periyar Project	160,593	106,017	101,200	84,100	451,910	—
Rushikulya Project	137,970	45,457	64,000	45,000	292,427	—
Bombay: Eastern Nara Works	505,127	7,938	11,800	18,000	542,865	6·18
Mutha Canals	603,270	4,713	1,300	13,300	622,583	2·33
Nira Canal	461,976	23,858	11,800	12,200	509,834	·14
Other Works	1,956,800	29,928	35,200	29,900	2,051,828	—
	26,908,776	578,876	830,200	636,000	28,953,852	4·52

The chief grants in 1892–93 are for the Orissa canals and the Kistna Delta System, for the Chenab and Sirsa Branch Canals in the Punjab, and for the Periyar and Rushikulya projects.

* In addition to Rx 1,385,040 contributed by Native States towards the Sirhind Canal, and Rx 22,258 towards the Sirsa Branch Canal, to the end of 1890–91.

TRADE.

The following is an abstract of the principal figures of the Trade returns for the three years ended 31st March 1892 :—

	1889–90.	1890–91.	1891–92.
	Rx	Rx	Rx
Imports of Private Merchandise	66,560,121	69,034,900	66,582,640
Government stores	2,637,368	2,940,470	2,844,926
Total merchandise	69,197,489	71,975,370	69,427,566
Treasure	17,459,501	21,934,486	14,722,662
Total imports	86,656,990	93,909,856	84,150,228
Exports of Indian Produce and Manufactures	99,101,054	95,902,193	103,554,908
Foreign goods (re-exports)	4,295,808	4,233,529	4,485,498
Government stores	63,536	91,626	137,581
Total merchandise	103,460,398	100,227,348	108,177,987
Treasure	1,906,322	2,123,178	3,286,686
Total exports	105,366,720	102,350,526	111,464,673

Analysis of the Imports of Merchandise.

	1889–90.	1890–91.	1891–92.
Private Merchandise.	Rx	Rx	Rx
I. Animals, living	239,709	295,430	293,257
II. Articles of food and drink :			
Fruits and vegetables	217,952	178,891	134,255
Grain and pulse	115,117	93,483	215,590
Liquors	1,465,145	1,423,461	1,442,064
Provisions	1,596,565	1,476,070	1,771,768
Salt	894,532	779,034	627,953
Spices	852,350	813,115	797,196
Sugar	2,200,049	3,399,886	2,561,996
Tea	363,681	325,141	443,161
Other articles	162,275	139,771	182,758
Total	7,867,666	8,628,852	8,176,741
III. Metals and their manufactures :			
Copper	2,222,354	1,813,591	2,089,059
Iron	2,414,317	2,562,307	2,321,044
Lead	153,490	147,906	170,908
Steel	328,440	472,187	459,525
Tin	284,553	278,302	264,331
Zinc or spelter	113,477	177,435	192,614
Brass, quicksilver, and unenumerated metals	189,356	194,419	157,352
Hardware, cutlery, and plated ware	1,096,191	1,197,614	1,238,994
Machinery and millwork	2,435,385	2,063,863	2,111,597
Railway plant and rolling stock (other than Government stores)	1,821,337	2,001,853	1,484,173
Total	11,058,900	10,909,477	10,489,597
IV. Chemicals, drugs, &c.:			
Chemicals	245,761	254,150	286,408
Drugs, medicines, and narcotics	519,087	632,146	650 425
Dyeing and tanning materials	515,487	511,183	599,793
Total	1,280,335	1,397,479	1,536,626

	1889–90.	1890–91.	1891–92.
V. Oils:	Rx	Rx	Rx
Kerosine	2,386,684	2,262,529	2,200,556
Vegetable, not essential	157,535	256,483	250,469
Other kinds	100,994	115,175	184,520
Total	2,645,213	2,634,187	2,635,545
VI. Raw materials and unmanufactured articles:			
Coal, coke, and patent fuel	1,308,589	1,543,442	1,250,530
Cotton	268,892	194,684	174,087
Gums and resins	122,635	101,932	115,207
Ivory	210,744	325,380	274,343
Precious stones and pearls, unset	147,495	129,869	141,866
Seeds	108,361	111,373	79,794
Silk	1,067,045	1,115,068	1,264,003
Wood	106,946	91,171	83,696
Wool	136,744	115,615	118,204
Other articles	247,808	304,231	321,269
Total	3,725,259	4,032,765	3,822,999
VII. Articles manufactured and partly manufactured:			
A. Yarns and textile fabrics:			
Cotton twist and yarn	3,482,529	3,768,362	3,514,620
„ piece goods	26,020,397	26,816,983	24,770,897
„ sewing thread	132,785	181,370	166,120
„ other sorts	238,217	243,634	237,834
Flax, hemp, and jute	184,276	207,374	190,514
Silk	1,778,114	1,386,362	1,750,695
Wool	1,455,235	1,818,213	1,762,032
B. Apparel, including boots and shoes	1,296,394	1,349,898	1,398,027
C. Other manufactured articles:			
Arms, ammunition, &c.	191,591	206,331	206,565
Books, maps, charts, &c.	215,027	222,401	221,594
Building and engineering materials	179,221	184,816	173,010
Cabinetware and furniture	99,397	91,415	113,258
Candles	135,947	111,495	126,777
Clocks and watches	104,531	129,732	140,283
Corals	140,194	168,716	168,113
Earthenware and porcelain	223,929	227,874	273,573
Glass	647,127	650,237	727,203
Instruments and apparatus	213,757	230,606	252,583
Jewelry and plate	83,716	94,551	90,598
Leather, excluding boots and shoes	184,818	170,255	191,449
Matches	239,407	282,755	331,689
Paints and colours and painters' materials	267,366	302,861	292,858
Paper and pasteboard	407,479	431,436	470,339
Soap	111,388	92,852	110,417
Stationery (excluding paper)	232,133	223,874	245,567
Toys and games	135,862	150,094	161,394
Umbrellas	314,106	326,092	414,942
Other articles	1,028,096	1,066,121	1,124,924
Total	39,743,039	41,136,710	39,627,875
Total Private Merchandise	66,560,121	69,034,900	66,582,640
Government Stores.			
Railway plant and rolling stock	1,085,749	1,234,933	1,021,298
Apparel (excluding hosiery)	46,618	68,549	61,005
Arms, ammunition, &c.	275,579	279,375	502,016
Books, maps, and charts	70,910	67,310	65,490
Coal	120,649	62,373	58,098
Hardware and cutlery	81,084	81,956	108,906
Machinery and millwork	56,043	96,620	68,361
Metals	277,722	378,319	378,471
Paper, pasteboard, and stationery	59,298	81,197	68,764
Telegraph materials	66,499	76,880	95,188
Woollen manufactures	142,314	134,387	112,865
Other stores	354,903	378,571	304,464
Total	2,637,368	2,940,470	2,844,926

Analysis of the Exports of Indian Produce and Manufactures.

	1889–90.	1890–91.	1891–92.
	Rx	Rx	Rx
I. Animals, living	98,085	122,278	101,878
II. Food and drink :			
Coffee	1,489,872	1,454,985	1,998,659
Rice	10,110,482	12,877,740	13,385,971
Wheat	5,791,377	6,042,426	14,382,244
Other grain, and pulse	626,366	619,132	929,261
Provisions	624,425	633,377	777,482
Spices	464,123	455,057	408,978
Sugar	917,179	417,562	508,418
Tea	5,277,649	5,219,233	5,968,129
Other articles	52,650	65,708	100,563
Total	25,354,123	27,785,220	38,459,705
III. Metals and their manufactures	63,273	61,144	77,019
IV. Chemicals, drugs, dyeing materials, &c.:			
Opium	10,115,936	9,261,814	9,562,491
Tobacco	106,955	133,852	136,688
Chinchona bark	118,635	133,780	97,986
Other drugs, chemicals, &c.	102,907	107,009	96,710
Cutch	333,400	236,355	317,299
Indigo	3,863,084	3,073,125	3,214,077
Myrabolams	317,533	300,714	393,690
Other dyeing and tanning materials	32,355	36,571	53,720
Total	14,990,805	13,283,220	13,872,661
V. Oils :			
Castor	328,316	373,365	342,123
Cocoa nut	146,617	102,545	154,939
Other	69,012	75,993	86,748
Total	543,945	551,903	583,810
VI. Raw materials :			
Caoutchouc	113,750	117,318	117,237
Cotton	18,668,404	16,502,775	10,754,402
Gums and resins	131,562	97,828	92,105
Hemp	97,313	42,229	64,360
Hides and skins	2,000,253	2,160,555	2,367,043
Horns	194,286	203,060	333,762
Jade stone	81,935	60,720	52,122
Jute	8,639,861	7,602,010	6,848,493
Manures (bones, &c.)	245,889	339,403	236,820
Saltpetre	411,276	380,059	365,618
Seeds : castor	607,429	514,785	449,037
„ earthnuts	813,865	877,329	875,851
„ linseed	4,734,691	4,984,123	6,793,440
„ poppy	367,963	474,141	406,514
„ rape	2,685,154	979,570	1,708,952
„ til or jinjili	1,309,881	1,356,980	1,766,059
„ other sorts	108,570	156,324	209,323
Silk	639,818	521,069	518,627
Wood : teak	762,998	425,303	474,852
other timber, and ornamental	74,665	96,666	103,250
Wool	1,085,637	968,322	1,013,864
Other articles	516,711	637,331	628,617
Total	44,291,911	39,497,900	36,180,348

	1889–90.	1890–91.	1891–92.
VII. Articles manufactured and partly manufactured :			
A. Yarns and textile fabrics :	Rx	Rx	Rx
Cotton twist and yarn	5,748,732	6,543,364	5,771,033
„ piece goods	977,692	1,122,596	1,134,210
„ other sorts	27,319	36,679	129,793
Flax and hemp	1,715	1,183	1,545
Jute : gunny bags	2,366,135	2,180,022	2,195,238
„ „ cloths, rope, twine, &c.	425,107	301,940	317,862
Silk	260,721	203,181	183,957
Wool	125,801	104,166	94,788
B. Apparel (excluding hosiery)	113,318	103,429	119,204
C. Other manufactured articles :			
Coir manufactures	235,204	194,802	244,929
Hides and skins dressed or tanned	2,524,008	2,535,363	2,818,959
Lac	488,513	781,264	750,531
Other articles	464,647	492,539	517,438
Total	13,758,912	14,600,528	14,279,487
Total Indian Produce and Manufactures	99,101,054	95,902,193	103,554,908

Analysis of the Re-exports of Foreign Merchandise.

	1889–90.	1890–91.	1891–92.
	Rx	Rx	Rx
Apparel	103,457	102,503	100,038
Cotton : twist and yarn	91,382	83,801	113,665
„ manufactures, piece goods	1,705,182	1,689,018	1,788,004
„ „ other sorts	23,176	21,475	29,307
Gums and resins	73,611	60,922	68,785
Ivory	125,922	150,210	151,280
Metals	219,188	163,924	229,353
Provisions	137,611	131,301	117,552
Silk and its manufactures	91,709	104,701	104,480
Spices	116,779	68,753	30,179
Sugar	267,611	197,659	192,628
Tea	167,838	285,060	315,741
Wool and its manufactures	743,875	689,801	709,158
Other articles	428,467	484,401	535,328
Total	4,295,808	4,233,529	4,485,498

Movement of Treasure.

	1889–90.	1890–91.	1891–92.
	Rx	Rx	Rx
Gold : imports	5,071,027	6,500,832	4,118,929
„ exports	455,724	864,660	1,705,137
Net imports	1,615,303	5,636,172	2,413,792
Silver : imports	12,388,474	15,433,654	10,603,733
„ exports	1,450,598	1,258,518	1,581,549
Net imports	10,937,876	14,175,136	9,022,184
Net imports of treasure	15,553,179	19,811,308	11,435,976
Amount of silver coined at Calcutta and Bombay	8,521,325	13,183,130	5,550,784

Shipping.

	1889–90.		1890–91.		1891–92.	
Shipping:	No.	Tons.	No.	Tons.	No.	Tons.
Vessels with cargoes entered: steamers -	1,355	2,200,273	1,570	2,480,276	1,617	2,561,855
„ „ „ sailing -	2,416	619,901	2,091	510,976	2,153	455,262
Total - -	3,771	2,820,174	3,661	2,991,252	3,770	3,017,117
„ „ cleared: steamers -	1,627	2,623,030	1,831	2,870,715	2,157	3,427,402
„ „ „ sailing -	2,854	905,306	2,717	772,693	2,552	708,495
Total - -	4,481	3,528,336	4,548	3,643,408	4,709	4,135,897

Balance of Trade (approximate).

	1889–90.	1890–91.	1891–92.
	Rx	Rx	Rx
Exports of merchandise - - - - -	103,460,000	100,227,000	108,178,000
„ gold - - - - - -	456,000	865,000	1,705,000
„ silver - - - - - -	1,451,000	1,259,000	1,582,000
Total - - - - -	105,367,000	102,351,000	111,465,000
Imports of merchandise - - - - -	69,197,000	71,975,000	69,427,000
„ gold - - - - - -	5,071,000	6,501,000	4,119,000
„ silver - - - - -	12,389,000	15,434,000	10,604,000
Total - - - - -	86,657,000	93,910,000	84,150,000
Net exports of merchandise - - - - -	34,263,000	28,252,000	38,751,000
„ imports of gold - - - - -	4,615,000	5,636,000	2,414,000
„ „ silver - - - - -	10,938,000	14,175,000	9,022,000
Excess of exports - - - - - -	18,710,000	8,441,000	27,315,000
Rupee paper enfaced for payment of interest in England -	*—67,000*	5,138,000	599,000
Total surplus exports - - -	18,643,000	13,579,000	27,914,000
Remittances by the Government:			
Payments in India for bills (including telegraphic transfers) drawn to defray Home charges - - - -	22,610,000	19,095,000	23,948,000
Bills drawn on India for interest on enfaced rupee paper -	882,000	892,000	1,070,000
	23,492,000	19,987,000	25,018,000
Excess of remittances by Government over surplus Exports -	4,849,000	6,408,000	*—2,896,000*
Charges not defrayed by India:			
Equivalent (at average rate of exchange on remittances) of amount borrowed in sterling - - - -	4,576,000	2,113,000	4,444,000

Debt and Public Works.

Excluding transactions in connection with the purchase of the South Indian Railway in 1890–91, the following is the net debt incurred during the three years, according to the Accounts and Estimates:—

		Account, 1890–91.	Revised Estimate, 1891–92.	Budget Estimate, 1892–93.
In India	Rx	*— 15,310*	*— 50,500*	248,000
In England	£	1,592,293	3,094,400	*— 120,300*

In 1890–91 no loan was raised in India, and a notice was issued, inviting holders of the 4½ per cent. loans (which might, on previous notice being given, be discharged in October 1893) to convert their holdings into 4 per cent. Rupee Debt on certain terms; the amount so converted was Rx 8,073,620. In England a loan of £5,400,000 India 3 per cent. Stock was issued, at an average price of 99*l.* 11*s.* 1*d.* per cent., of which £1,674,489 was created under Act 51 V., ch. 5, s. 4, for advances to the Bengal-Nagpur, Indian Midland, Southern Mahratta, and South Indian Railway Companies, which were engaged in the construction of lines of railway for the State; £503,780 under section 3 of the same Act, in order to discharge £500,000 Oude and Rohilkund Railway debentures; and £3,221,731 under Act 53 V., ch. 6, for the purchase of the South Indian Railway. Apart from the latter transaction, the debt was increased by £2,178,269, but, besides the repayment of £500,000 Oude and Rohilkund Railway debentures, a sum of £85,976 was applied in the discharge of India 4 and 5 per cent. stock, so that the net amount of debt incurred was £1,592,293. There was, however, a sum of £93,207 of India 3½ per cent. stock redeemed by means of the Sinking Funds.

In 1891–92 also no loan was raised for public works in India, and debt to the amount of Rx 50,500 was discharged. In England a loan of £2,600,000 India 3 per cent. stock was issued, at an average price of £94 10*s.* 2½*d.* per cent., of which £1,597,400 was applied to the discharge of India 3½ per cent. debentures, and of debentures of the Oude and Rohilkund and South Indian Railways bearing the same rate of interest; the remainder was needed for advances to Companies constructing railways in India under engagements with the Government. Later in the year there was an unexpected demand caused by the necessity of discharging certain guaranteed railway debentures, which the holders were unwilling to renew on the terms offered by the Government; owing to this reduction of the cash balance, and in order to be in a position to discharge £1,000,000 Oude and Rohilkund Railway debentures falling due on the 1st of April 1892, it became necessary to issue a further amount of £2,000,000 India 3 per cent. stock. The total sterling debt raised was, therefore, £4,600,000 at 3 per cent.; the amount discharged was £1,503,100 debentures at 3½ per cent., and also a small quantity of India 4 per cent. stock (estimated at £2,500); and consequently the net increase was £3,094,400.

In 1892–93, for the third time, the Government of India has been able to budget for no public loan; but Rx 250,000 has been borrowed, at 4 per cent., from the Rampur State, towards the construction of a line of railway from Moradabad to Bareilly through Rampur; and, allowing for the discharge of debt to the amount of Rx 2,000, the net increase is Rx 248,000. In England the Budget contemplated a loan of £1,800,000, and the discharge of liabilities amounting to £920,300, in addition to the £1,000,000 of Oude and Rohilkund Railway debentures already mentioned. But, certain debentures having been renewed instead of being discharged, it was only necessary to issue £1,300,000 India 3 per cent. stock, which was subscribed on the 29th of April 1892, at an average price of £96 18*s.* 4*d.* per cent.

During the three years to which this statement relates, the outlay from revenue, from borrowed money, and from the balances, on the construction of Railways and Irrigation Works, is as follows:—

	Account, 1890–91.	Revised Estimate, 1891–92.	Budget Estimate, 1892–93.
	Rx	Rx	Rx
State Railways	2,876,971	3,257,100	4,798,200
Irrigation Works	578,876	830,200	636,000
	3,455,847	4,087,300	5,434,200
In addition to this, the outlay by Companies guaranteed or subsidized by the Government (sterling payments being converted into Indian currency) is	2,379,755	1,412,700	2,496,600
Total	5,835,602	5,500,000	7,930,800

Assets and Liabilities.

The following is a statement of the Assets and Liabilities of the Government of India. As Indian and English figures cannot be correctly added together without Exchange, the totals of the two sets of figures are shown separately:—

Assets and Liabilities, 31*st March* 1892.

Assets.	Rx	£	*Liabilities.*	Rx	£
Railways constructed by the State	71,625,000	—	Debt	102,696,000	107,404,000
Purchased railways	—	59,236,000	Other Obligations	15,830,000	—
Advances to Railway Companies	—	5,440,000			
Irrigation Works	28,318,000	—			
Loans to Municipalities, &c.	10,984,000	—			
Cash Balances	16,750,000	3,261,000			
Total Assets	127,677,000	67,937,000			
Liabilities uncovered	*−9,151,000*	39,467,000			
	118,526,000	107,404,000	Total Liabilities	118,526,000	107,404,000

The uncovered Liabilities, therefore, are considerably less than one year's net Revenue. In India the liabilities are exceeded by the assets.

Burden of Taxation.

In the following rough calculation, the burden of the taxation on the people of British India is shown.

	Account, 1890–91.	Revised Estimate, 1891–92.	Budget Estimate, 1892–93.
	Rx	Rx	Rx
Salt	8,523,000	8,621,000	8,545,000
Stamps	4,069,000	4,227,000	4,230,000
Excise	4,948,000	5,097,000	5,102,000
Provincial rates	3,491,000	3,476,000	3,623,000
Customs	1,743,000	1,687,000	1,692,000
Assessed taxes	1,617,000	1,645,000	1,645,000
Registration	366,000	390,000	392,000
Total	24,757,000	25,143,000	25,229,000
According to the census taken in 1891, the population of British India was 221,356,000. On this basis, and allowing for the increase of population, the payment per head, on the assumption that the whole of the taxation from salt, excise, &c., is paid by the inhabitants of British India, is	Rupee. Anna. Pies. 1 1 11	Rupee. Annas. Pies. 1 2 2	Rupee. Annas. Pies. 1 2 0

If to this taxation be added the payment of Land Revenue, which is in the three years R 1 „ 1 „ 5, R 1 „ 1 „ 3, and R 1 „ 1 „ 7 respectively, the payments to the Government per head, for Land Revenue and Taxes taken together, amount to Rs. 2 „ 3 „ 4 in 1890–91, Rs. 2 „ 3 „ 5 in 1891–92, and Rs. 2 „ 3 „ 7 according to the Budget for 1892–93.

India Office,
13th June 1892.

George Curzon,
Under Secretary of State.

APPENDIX.

STATEMENT showing the Principal FIGURES in the INDIAN ACCOUNTS for 1889-90 and 1890-91, and Estimates for 1891-92 and 1892-93, with Explanations.

[NOTE.—£ denotes sterling; Rx denotes tens of Rupees.]

REVENUE AND EXPENDITURE.	Accounts, 1889-90.	Accounts, 1890-91.	Revised Estimate, 1891-92.	Budget Estimate, 1892-93.	REMARKS.
	Rx	Rx	Rx	Rx	
Revenue - - -	85,085,200	85,741,700	88,585,900	88,367,900	The result of 1890-91 is better than that of 1889-90, by Rx 1,076,200 including, or Rx 878,500 excluding, Special Defence Works. The estimated result of 1891-92 is worse than that of 1890-91, by Rx 3,768,200 including, or Rx 3,710,000 excluding, Special Defence Works. The estimated result of 1892-93 is better than that of 1891-92, by Rx 226,600 including, or Rx 291,100 excluding, Special Defence Works.
Expenditure charged on the Revenue of the Year.	82,473,200	82,053,500	88,665,900	88,221,300	
Surplus { including cost of Special Defence Works.	2,612,000	3,688,200	*—80,000*	146,600	
Surplus { excluding cost of Special Defence Works.	3,301,500	4,180,000	470,000	761,100	
Actual Expenditure during the Year.	81,924,200	82,252,100	89,127,400	89,383,000	
Portion thereof spent by Provincial Governments from their Balances.	—	198,600	461,500	1,161,700	In 1889-90 the Provincial Governments spent less than their income. According to the Accounts of 1890-91, and the Estimates for 1891-92 and 1892-93, they are spending, from their accumulated balances, a portion of the unspent income of former years, in addition to the income of the current years.
Allotments to Provincial Governments unspent by them.	549,000	—	—	—	
	82,473,200	82,053,500	88,665,900	88,221,300	

LIBRARY OF THE BOMBAY BRANCH OF THE ROYAL ASIATIC SOCIETY

STATEMENT showing the Principal Figures in the Indian Accounts for 1889–90 and 1890–91,

REVENUE.	Accounts, 1889–90.	Accounts, 1890–91.	Revised Estimate, 1891–92.	Budget Estimate, 1892–93.	REMARKS.
PRINCIPAL HEADS OF REVENUE:	Rx	Rx	Rx	Rx	
Land Revenue - -	23,981,400	24,045,200	23,880,500	24,675,500	In 1890–91 there was a large reduction in Madras owing to an unfavourable season, and in the North-West Provinces in consequence of floods; but there was a considerable increase in Burma, due to extended cultivation and new surveys, as well as to better prices for the lease of fisheries, and to restoration of order, in Bombay through revision of settlements, and in the Quetta Assigned Tracts and Zhob country. The reduction in 1891–92 is caused by the failure of the monsoon in Madras; and the increase in 1892–93 arises from the hope that the season will be normal.
Opium - - -	8,583,000	7,879,200	8,026,100	7,634,600	The number of chests sold monthly in Calcutta was 4,750 in 1889, 1890, and 1891, and is fixed at 4,500 in 1892. The average price per chest was about 1,136 rupees in 1889–90, 1,037 rupees in 1890–91, 1,058 rupees in 1891–92, and is estimated at 1,050 rupees in 1892–93. The number of chests of Malwa opium paying duty was 29,029 in 1889–90, 28,591 in 1890–91, 30,654 in 1891–92, and is estimated at about 29,000 in 1892–93. The duty was 650 rupees a chest till the 5th of July 1890, when it was reduced to Rs. 600. In 1890–91 the diminution of receipts arose mainly from the lower price realised at the sales in Calcutta, but partly also from the reduction of duty on the chests exported from Malwa. In 1891–92 the improvement occurred chiefly in Bombay; for 1892–93 a lower estimate is taken at both Calcutta and Bombay.

and Estimates for 1891–92 and 1892–93, with Explanations—*continued.*

EXPENDITURE.	Accounts, 1889–90.	Accounts, 1890–91.	Revised Estimate, 1891–92.	Budget Estimate, 1892–93.	REMARKS.
DIRECT DEMANDS ON THE REVENUE:	Rx	Rx	Rx	Rx	
Refunds and Drawbacks -	241,000	235,700	250,200	242,700	In the Net Statement on page 52 this charge is distributed among the various heads of revenue to which it relates.
Assignments and Compensations.	1,544,400	1,510,100	1,535,200	1,515,700	In 1889–90 there were large payments of arrears in Bombay and Madras. The increase in 1891–92 is caused by commutations and arrears, chiefly in the North - West Provinces and Madras.
CHARGES IN RESPECT OF COLLECTION:					
Land Revenue - -	3,624,200	3,676,600	3,833,200	4,031,000	In 1890–91 the increase was mainly caused by commission on larger collections and more extended survey and settlement operations in Burma. In 1891–92 and 1892–93 it arises principally from the revision of the scale of allowances to village establishments in Madras, and from extension of surveys in Burma and Bengal, and in the latter year from the payment of arrears in Bombay.
Opium - - -	1,605,100	2,180,800	1,886,200	2,234,800	In 1889–90, and to a less extent in 1891–92, the payments to cultivators and manufacturing charges were small, owing to the partial failure of the crop in Bengal. The reserve, which had become larger than was desirable, has been greatly reduced in consequence of the poor crops of recent years, and is now estimated at 10,352 chests at the end of 1892.

STATEMENT showing the Principal Figures in the Indian Accounts for 1889–90 and 1890–91,

REVENUE.	Accounts, 1889–90.	Accounts, 1890–91.	Revised Estimate, 1891–92.	Budget Estimate, 1892–93.	REMARKS.
PRINCIPAL HEADS OF REVENUE—*continued.*	Rx	Rx	Rx	Rx	
Salt - - -	8,187,700	8,523,400	8,620,700	8,544,700	The duty on salt is 2½ rupees a maund throughout India (except in British Burma, where it is one rupee a maund, and in some of the Trans-Indus districts, where the duty varies from 5 to 6¼ annas). In 1890–91 there was a large increase in Madras and Bombay, purchasers having availed themselves to a much less extent than usual of the permission to defer payment for six months. In 1891–92 the improvement occurred chiefly in Bombay and Bengal. In 1892–93 the reduction is expected in Madras, owing to the anticipation of payments in the previous years.
Stamps - - -	4,087,900	4,069,000	4,226,900	4,229,600	There was some reduction in 1890–91, in the North West and the Central Provinces; but in 1891–92 there was a general improvement, chiefly in Bengal and the Central Provinces.
Excise - - -	4,891,900	4,947,800	5,096,800	5,102,400	In 1890–91 there was a large reduction in the North-West Provinces, which is attributed to the high price of food and the success of the temperance movement in some of the large cities; while in Madras there was an increase owing to improved administration, prompt collections, and the extension of the tree-tax system. In 1891–92 the increase was general, chiefly in Bengal.
Provincial Rates -	3,410,100	3,491,200	3,476,500	3,623,100	The bulk of the rates being levied on the land, they are affected in much the same way as the land revenue. The fluctuations in the three years arose chiefly in Madras.
Customs - - -	1,506,700	1,743,200	1,687,000	1,691,800	In 1890–91 there was some improvement owing to the increased duty on spirits, but the augmentation of receipts was mainly owing to the good harvest of rice in Burma and Bengal, and to the demand arising from a failure of the crop in Japan. The reduction in 1891–92 was due to the smaller export of rice from Burma.

and Estimates for 1891–92 and 1892–93, with Explanations—*continued.*

EXPENDITURE.	Accounts, 1889–90.	Accounts, 1890–91.	Revised Estimate, 1891–92.	Budget Estimate, 1892–93.	REMARKS.
DIRECT DEMANDS ON THE REVENUE—*continued.*					
CHARGES IN RESPECT OF COLLECTION—*continued.*	Rx	Rx	Rx	Rx	
Salt - - - - -	412,800	429,000	459,600	497,500	The increase arises chiefly from the strengthened establishments in Madras.
Stamps - - -	134,400	130,000	136,100	140,900	
Excise - - -	156,700	175,100	188,900	206,100	The increase is principally due to the expansion of operations in Madras.
Provincial Rates - -	55,100	54,000	56,800	59,500	
Customs - - -	135,000	134,700	137,200	142,300	

STATEMENT showing the Principal Figures in the Indian Accounts for 1889-90 and 1890-91,

REVENUE.	Accounts, 1889-90.	Accounts, 1890-91.	Revised Estimate, 1891-92.	Budget Estimate, 1892-93.	REMARKS.
PRINCIPAL HEADS OF REVENUE—*continued.*	Rx	Rx	Rx	Rx	
Assessed Taxes - -	1,595,300	1,617,400	1,644,600	1,645,200	An Income Tax of 5 pies in the rupee (equal to 6¼*d.* in the £, or 2·6 per cent.) is imposed on incomes of 2,000 rupees a year and upwards, and a tax of 4 pies in the rupee (equal to 5*d.* in the £, or about 2 per cent.) on incomes below 2,000 rupees and not less than 500 rupees a year, if derived from salaries, pensions, profits of companies, or interest on securities; other incomes are assessed on a scale varying from 1⅓ to 2⅔ per cent.; incomes derived from agriculture, being already liable to pay the tax imposed on land in 1877-78, are exempted from this Income Tax.
Forest - - -	1,486,300	1,448,000	1,497,800	1,567,200	In 1889-90 the season in Burma was exceptionally favourable, but the improvement was not maintained in 1890-91. In 1891-92 the increase occurred chiefly in the Punjab and Bombay; in 1892-93 it is expected mainly in Upper Burma, where a large receipt was postponed from the previous year.
Registration - - -	353,800	365,400	390,400	392,200	The increase in 1889-90 and 1890-91 occurred chiefly in Madras and Bengal.
Tributes from Native States	777,700	760,400	778,900	762,100	The decrease in 1890-91 was due to some postponement of the Kathiawar and Baroda tributes.
TOTAL - Rx	58,861,800	58,890,200	59,326,200	59,868,400	

and Estimates for 1891-92 and 1892-93, with Explanations—*continued.*

EXPENDITURE.	Accounts, 1889-90.	Accounts, 1890-91.	Revised Estimate, 1891-92.	Budget Estimate, 1892-93.	REMARKS.
DIRECT DEMANDS ON THE REVENUE—*continued.*					
CHARGES IN RESPECT OF COLLECTION—*continued.*	Rx	Rx	Rx	Rx	
Assessed Taxes - -	27,700	29,200	29,700	31,800	
Forest - - -	780,000	784,100	879,800	970,500	In 1891-92 and 1892-93 there is a general increase, which is partly attributable to a reorganization of the staff; it occurs particularly in Burma and Bombay, and in the present year also in Madras and the Central Provinces.
Registration - - -	193,200	196,700	206,400	213,800	
TOTAL - Rx	8,909,600	9,536,000	9,599,300	10,286,600	

STATEMENT showing the Principal Figures in the Indian Accounts for 1889–90 and 1890–91,

REVENUE.	Accounts, 1889–90.	Accounts, 1890–91.	Revised Estimate, 1891–92.	Budget Estimate, 1892–93.	REMARKS.
	Rx	Rx	Rx	Rx	
INTEREST - - -	873,200	931,100	882,500	911,000	In 1889–90 and 1890–91 the receipts in England from the investment of a portion of the cash balance were very large. There has been a considerable increase in India on the loans made, through Local Governments, to Presidency Corporations and other public bodies; and in 1891–92 and 1892–93 improvements of Rx 38,000 in each year arise from the investment of the paper currency reserve in Government securities, the amount of which thus invested has been raised from six to eight crores.
POST OFFICE, TELEGRAPH, AND MINT.					
Post Office - - -	1,301,200	1,402,500	1,453,200	1,498,400	On the 1st of January 1891 the postage of letters to the United Kingdom was reduced from $4\frac{1}{2}$ to $2\frac{1}{2}$ annas, involving a net loss of about Rx 30,000 a year; and on the 1st of April the rate to foreign countries generally was also reduced to $2\frac{1}{2}$ annas, at a cost of Rx 4,500. Much of the increase in 1890–91 over 1889–90 was nominal, owing to a change in the mode of adjusting the revenue. Apart from these changes, the net charge of the department is steadily decreasing.
Telegraph - - -	766,900	781,000	910,900	892,600	The increase in 1891–92 was owing to a great expansion of traffic on the Indo-European line, and also in India; where, however, much was due to the special military operations.
Mint - - -	269,500	354,200	181,300	227,000	In 1890–91 the coinage of silver exceeded by more than $4\frac{1}{2}$ crores the amount of the previous year.
TOTAL - Rx	2,337,600	2,537,700	2,545,400	2,618,000	

and Estimates for 1891–92 and 1892–93, with Explanations—*continued*.

EXPENDITURE.	Accounts, 1889–90.	Accounts, 1890–91.	Revised Estimate, 1891–92.	Budget Estimate, 1892–93.	REMARKS.
INTEREST.	Rx	Rx	Rx	Rx	
Interest on Debt, other than that charged to Railways and Irrigation Works.	3,805,000	3,744,000	3,857,300	3,470,500	In 1890–91 there were special payments in India of Rx 140,900 on account of the conversion of a portion of the 4½ per cent. Loans, but otherwise a saving of Rx 55,400 was caused, mainly by transfer to the railway account; in England an increase of 110,500*l.* was due to the raising of a loan, of which the proceeds were subsequently devoted to the purchase of the South Indian Railway, &c.; on the other hand, there was a saving of Rx 257,000 in exchange. In the estimate for 1891–92 a reduction of Rx 342,900 in India is mainly due to the absence of the charges for conversion, and to transfers to the Public Works portion of the debt, but partly to the saving of Rx 41,800 in interest through the conversion of the 4½ per cent. Debt; in England there was an increase of 126,500*l.*, on account of the excess of the charge for discount in raising the loan, over the saving effected under this head by the transfer of interest to the Railway Revenue Account; and under Exchange there was an increase of Rx 329,700. In 1892–93 a reduction of Rx 190,400 in India arises from transfers to the Public Works portion of the debt; and of 243,500*l.* in England, from the absence of a charge for discount; but the payment for Exchange is higher by Rx 47,100.
Interest on other Obligations.	436,000	451,300	476,700	506,600	The increase is chiefly in the interest on deposits in the Savings Banks.
TOTAL - Rx	4,241,000	4,195,300	4,334,000	3,977,100	
POST OFFICE, TELEGRAPH, AND MINT.					
Post Office - -	1,376,600	1,396,700	1,510,000	1,555,400	An increase in India in 1890–91 arose under the Presidency and District Offices. The estimates include charges of Rx 62,300 in 1891–92, and Rx. 64,200 in 1892–93, for the cost of stationery and printing for the Postal Department now transferred to this head from that of Stationery and Printing. Owing to the reduction of postage in January 1891 the payment in England was increased by 4,200*l.* in 1890–91, and a further sum of 14,900*l.* in 1891–92.
Telegraph - - -	731,400	764,000	832,300	877,200	The increase in 1890–91 was due to expansion of operations in India, and to the purchase of more stores in England. In 1891–92 it is caused partly by Exchange, and partly by the heavier net payments made to the Telegraph Companies under the new Australasian Tariff. In 1892–93 the Estimate provides for more establishments and renewals, and the maintenance of additional offices in India.
Mint - - -	120,500	121,900	98,200	115,300	
TOTAL - Rx	2,228,500	2,282,600	2,440,500	2,547,900	

STATEMENT showing the Principal Figures in the Indian Accounts for 1889-90 and 1890-91,

REVENUE.	Accounts, 1889-90.	Accounts, 1890-91.	Revised Estimate, 1891-92.	Budget Estimate, 1892-93.	REMARKS.
CIVIL DEPARTMENTS:	Rx	Rx	Rx	Rx	
Law and Justice	643,400	633,900	673,700	675,100	In 1891-92 there was a large increase in the receipts from magisterial fines in Madras and Lower Burma, and from the proceeds of jail manufactures, especially in Bengal, the North-West Provinces, and the Punjab.
Police	366,400	369,400	382,200	366,500	In 1891-92 there was an exceptional receipt from a railway company, and larger recoveries than usual in the North-West Provinces and Bombay, while there was a reduction on account of punitive police in Burma.
Marine	202,500	225,600	231,100	219,500	The increase in 1890-91 occurred chiefly in the dockyard receipts.
Education	201,600	203,700	211,900	213,500	

and Estimates for 1891–92 and 1892–93, with Explanations—*continued.*

EXPENDITURE.	Accounts, 1889–90.	Accounts, 1890–91.	Revised Estimate, 1891–92.	Budget Estimate, 1892–93.	REMARKS.
CIVIL DEPARTMENTS:					
General Administration -	Rx 1,759,200	Rx 1,740,500	Rx 1,786,700	Rx 1,831,600	In 1890–91 the reduction was due to the fluctuation of exchange on expenditure in England. In 1891–92 the increase was chiefly attributable to the same cause, but partly to various appointments in the several Secretariat offices in India. In 1892–93 it arises from the appointment of a third Assistant Secretary in the Military Department, from additional payments in the civil account offices, and from Exchange.
Law and Justice - -	3,574,000	3,625,900	3,722,900	3,769,500	In 1890–91 the increase occurred principally in Bengal and the North-West Provinces, owing to the higher price of materials for jail manufactures and of food grains. In 1891–92 there was additional expenditure in all the provinces, except Bombay, especially for subordinate judges and munsiffs and cost of provisions and materials for jail manufactures, in the North-West Provinces, Madras, and Bengal. In 1892–93 the increase is general, except in the North-West Provinces.
Police - - -	3,887,500	3,859,700	3,805,400	3,910,000	A large reduction of the military police was made in 1890–91 in Upper Burma, but an increase took place in the special police in Bengal and Assam, owing to disturbances in the Lushai country, and also in Madras. The decrease in 1891–92 occurred chiefly in Burma, where some of the police have been formed into local regiments; in the Punjab there was an increase owing to a revision of the lower salaries. Provision is made in the Budget for 1892–93, for a reorganisation of the district police in Bombay, Madras, the Punjab, and the Central Provinces, and of the military police in Lower Burma.
Marine - - -	657,900	559,300	663,800	780,200	A sum of Rx 98,900 was spent in 1889–90 in the purchase of new steamers by the Government of India, and that of Bengal. In 1891–92 and 1892–93 the increase is caused chiefly by the subsidy to the Admiralty for manning and maintaining the Indian Government defence vessels, by an augmentation of the contribution towards the expense of the squadron employed in Indian seas, and by Exchange.
Education - - -	1,316,300	1,371,700	1,414,500	1,496,700	In 1890–91 the increase took place especially in Madras, Bombay, and Upper Burma. In 1891–92 it occurs chiefly in Bengal, Bombay, Madras, and the Punjab; and in 1892–93 in Madras and Bombay.
Ecclesiastical - -	161,100	166,000	161,000	169,300	

STATEMENT showing the Principal Figures in the Indian Accounts for 1889–90 and 1890–91,

REVENUE.	Accounts, 1889–90.	Accounts, 1890–91.	Revised Estimate, 1891–92.	Budget Estimate, 1892–93.	REMARKS.
CIVIL DEPARTMENTS —*continued.*	Rx	Rx	Rx	Rx	
Medical - - -	58,700	101,800	62,600	64,200	In 1890–91 there was a special receipt of 31,000*l.* from the sale of the estate of the Royal India Asylum at Ealing.
Scientific and other Minor Departments.	83,800	77,700	82,100	77,000	
TOTAL - Rx	1,556,400	1,612,100	1,643,600	1,615,800	
MISCELLANEOUS:					
Superannuation - -	374,600	357,500	360,300	353,900	The reduction in 1890–91 was in the exchange on subscriptions in England. In the estimate for 1892–93 it is caused by the absence of arrears in Madras and Bengal.
Stationery and Printing -	70,500	92,500	79,900	74,000	In 1890–91 there were large recoveries for census forms in Bengal.

and Estimates for 1891–92 and 1892–93, with Explanations—*continued.*

EXPENDITURE.	Accounts, 1889–90.	Accounts 1890–91.	Revised Estimate, 1891–92.	Budget Estimate, 1892–93.	REMARKS.
CIVIL DEPARTMENTS —*continued.*	Rx	Rx	Rx	Rx	
Medical - - -	785,200	806,900	876,800	931,100	In 1890–91 the increase occurred mainly in Bombay and Bengal; and in 1891–92 in Madras. In 1892–93 it is general, chiefly in Bombay, and for village sanitation in the Central Provinces.
Political - - -	655,200	770,500	821,500	771,600	The difference between the charge in the several years is mainly owing to the subsidy of the Amir of Afghanistan being drawn at irregular dates. In 1890–91 there was some increase on account of the Zhob Levy Corps and the Anglo-Siamese Boundary Commission, and in both 1890–91 and 1891–92 for special expenditure in the Punjáb.
Scientific and other Minor Departments.	432,000	485,800	611,000	472,500	The increase in 1890–91 and 1891–92 was caused by the census.
TOTAL - Rx	13,235,400	13,386,300	13,863,600	14,132,500	
MISCELLANEOUS:					
Territorial and Political Pensions.	535,600	527,600	568,000	536,200	In 1891–92 there was a large payment of arrears.
Civil Furlough Allowances.	297,500	232,800	279,300	314,500	In 1890–91 the absentee allowances of civil officers in England were exceptionally low, as, owing to the market rate of exchange being higher than the official rate, many officers preferred to draw their furlough pay in India.
Superannuation - -	3,140,400	3,051,500	3,334,900	3,497,600	In 1890–91 there was an increase of 52,000*l.* in the payments in England, and of Rx 40,400 in India, but a reduction of Rx 181,300 in the exchange. In 1891–92 the increase was Rx 23,700 in India, 53,200*l.* in England, and Rx 206,500 in exchange; and in the estimate for 1892–93 it is Rx 25,600 in India, 17,600*l.* in England, and Rx 119,500 in exchange. The payment of rupee pensions in England at a minimum exchange of 1*s.* 9*d.* the rupee has involved an additional annual charge in England of upwards of 24,000*l.*
Stationery and Printing -	558,700	592,400	599,200	576,800	In 1890–91 the increase arose from large purchases of stationery in Bengal. The saving in the Budget for 1892–93 occurs in the same province.

STATEMENT showing the Principal Figures in the Indian Accounts for 1889–90 and 1890–91,

REVENUE.	Accounts, 1889–90.	Accounts, 1890–91.	Revised Estimate, 1891–92.	Budget Estimate, 1892–93.	REMARKS.
MISCELLANEOUS —*continued.*	Rx	Rx	Rx	Rx	
Exchange - -	386,800	78,200	49,200	178,500	The entry under Exchange is the net result of the Government undertaking the duty of making remittances on various accounts at *specified* rates. The receipts are consequent mainly on the capital transactions of the subsidised railway companies, which have been much diminished in recent years. The variations in the Estimates are chiefly caused by the alterations in the official rate of Exchange.
Miscellaneous - -	432,500	398,900	401,700	353,500	In 1889–90 there were special receipts owing to a fine on a Kareni chief, the repayment of a loan by the Bombay Port Trust, and the receipt of the capitalized value of assessment in respect of land taken up for the Southern Mahratta Railway Company. In 1891–92 also there were exceptional sums received from the Bombay Port Trust.
TOTAL - Rx	1,264,400	927,100	891,100	959,900	

and Estimates for 1891–92 and 1892–93, with Explanations—*continued.*

EXPENDITURE.	Accounts, 1889–90.	Accounts, 1890–91.	Revised Estimate, 1891–92.	Budget Estimate, 1892–93.	REMARKS.
MISCELLANEOUS —*continued.*	Rx	Rx	Rx	Rx	
Miscellaneous - -	282,100	274,200	263,600	245,800	
TOTAL - Rx	4,814,300	4,678,500	5,045,000	5,170,900	
FAMINE RELIEF AND INSURANCE:					
Famine Relief - -	68,300	5,600	33,400	130,000	The expenditure in 1889–90 was for relief and public works in Ganjam and in Bengal. In 1891–92 and 1892–93 the provision is chiefly for distress in Madras.
Construction of Protective Railways.	—	—	294,900	1,011,700	The allotments in 1891–92 and 1892–93 are for the construction of the East Coast railway, which is calculated to protect the country against famine. In the four years sums of Rx 462,000, 482,400, 290,100, and 293,300, respectively, though included in the Railway Revenue Account, are treated as chargeable against Famine Insurance, as they represent the net charge on account of the Indian Midland and Bengal-Nagpur Railway Companies, which were constructed as protective railways through the agency of companies.
Construction of Protective Irrigation Works.	71,500	74,400	78,800	65,000	The outlay was chiefly on the Rushikulya Project and Nira Canal.
Reduction of Debt -	460,200	520,000	802,800	—	This is surplus revenue appropriated to the construction of public works, the ordinary loan for that purpose being diminished accordingly.
TOTAL - Rx	600,000	600,000	1,209,900	1,206,700	Including the sums above mentioned for Protective Railways, the appropriation for Famine Relief and Insurance, in the four years respectively, is Rx 1,062,000, Rx 1,082,400, Rx 1,500,000, and Rx 1,500,000.
CONSTRUCTION OF RAILWAYS (charged against Revenue in addition to that under Famine Insurance).	5,000	*—4,800*	182,600	301,500	The allotments are chiefly for the Mayavaram-Mutupet and Hyderabad-Umarkot railways. In 1890–91 there was a credit on account of stores transferred to the former line from the Lucknow-Sitapur-Seramau Railway.

STATEMENT showing the Principal Figures in the Indian Accounts for 1889–90 and 1890–91.

REVENUE.	Accounts, 1889–90.	Accounts, 1890–91.	Revised Estimate, 1891–92.	Budget Estimate, 1892–93.	REMARKS.
RAILWAYS:	Rx	Rx	Rx	Rx	
State Railways (Gross Earnings).	13,387,900	13,703,200	16,168,100	15,543,900	In 1890–91 there was an addition of Rx 147,900 owing to the inclusion of the South Indian Railway as a State line from the 1st of January 1891, of Rx 179,100 from the Bengal and North-Western (with which the Tirhoot line has been amalgamated), Rx 101,200 from the Bengal-Nagpur, attributable to an increase of the open mileage, Rx 74,400 from the Eastern Bengal, due to a very favourable season for the jute trade and pilgrim passenger traffic, and to the opening of an extension, Rx 71,600 from the Southern Mahratta and Mysore system owing to its completion, Rx 31,900 from the Tounghoo - Mandalay, Rx 28,400 from the Burma, and Rx 38,200 from other railways; but there were reductions of Rx 174,600 on the North-Western system, of Rx 87,100 on the Rajputana-Malwa line, and Rx 45,500 on the East Indian Railway, in consequence of the poor harvest, and of disturbance of trade by the violent fluctuation in exchange, and of Rx 50,200 on the Oudh and Rohilkhand line owing greatly to floods. In 1891–92 the transfer of the South Indian Railway and opening of its extensions added Rx 542,900 under this head; and, owing to a great demand for wheat and seeds for export to Europe, and an enlarged internal traffic, there were increases of Rx 501,800 on the East Indian, Rx 489,200 on the North-Western, Rx 318,900 on the Rajputana-Malwa, Rx 298,600 on the Bengal-Nagpur, Rx 125,500 on the Oudh and Rohilkhand, Rx 94,700 on the Bengal and North-Western, which was included for the whole year, Rx 93,100 on the Indian Midland, Rx 35,600 on the Southern Mahratta and Mysore, Rx 33,300 on the Burma, and Rx 6,400 on other lines, while a reduction of Rx 75,100 occurred on the Eastern Bengal Railway. In 1892–93 it is not considered safe to estimate for a continuance of the unusual traffic, and reductions are anticipated of Rx 351,200 on the North-Western, Rx 289,000 on the East Indian, Rx 243,800 on the Rajputana-Malwa, and Rx 30,000 on the Oudh and Rohilkhand railways; but an increase is expected of Rx 91,000 on the South Indian, Rx 35,000 on the Eastern Bengal, Rx 35,000 on the Bengal and North-Western, Rx 32,000 on the Bengal-Nagpur, Rx 25,000 on the Burma lines, Rx 15,000 on the Indian Midland, and Rx 56,800 on other railways.

and Estimates for 1891–92 and 1892–93, with Explanations—*continued.*

EXPENDITURE.	Accounts, 1889–90.	Accounts, 1890–91.	Revised Estimate, 1891–92.	Budget Estimate, 1892–93.	REMARKS.
RAILWAY REVENUE ACCOUNT:	Rx	Rx	Rx	Rx	
State Railways: Working Expenses.	6,864,400	6,771,900	8,143,200	7,878,800	In 1890–91 there was an increase of Rx 72,500 on the Bengal and North-Western line which has now been brought into this class, Rx 87,700 on the Bengal-Nagpur, Rx 31,900 on the Eastern Bengal, Rx 20,000 on the Indian Midland, and Rx. 25,700 on other lines; the purchase of the South Indian railway added Rx 70,700 by its transfer to this head for the last quarter of the year; and there were reductions of Rx 213,100 on the East Indian, Rx 106,700 on the North-Western, and Rx 53,900 on the Rajputana-Malwa railway. In 1891–92, the transfer of the South Indian Railway and opening of its extensions added Rx 402,900; and there was an increase of Rx 259,500 on the Bengal and North-Western (including the payment of Rx 216,000 to the Company for its share of net earnings for three half-years), Rx 200,500 on the North-Western, Rx 88,700 on the Rajputana-Malwa, Rx 72,800 on the Eastern Bengal, Rx 70,100 on the Bengal-Nagpur, Rx 40,300 on the East Indian, Rx 38,800 on the Indian Midland, and Rx 34,500 on other lines. Allowance has been made for a possible lapse of Rx 100,000. In 1892–93 it is expected that there will be reductions of Rx 75,000 on the Eastern Bengal, Rx 71,000 on the East Indian, Rx 70,000 on the North-Western, Rx 62,500 on the Bengal and North-Western, Rx 40,400 on the Rajputana-Malwa, and Rx 30,000 on the Oudh and Rohilkhand railway, and an increase of Rx 48,000 on the South Indian, Rx 22,800 on the Burma system, Rx 20,000 on the Bengal-Nagpur, and Rx 33,300 on other lines. The payments to companies for their share of surplus profits or net earnings of the lines worked by them are, for the four years, Rx 247,700, Rx 220,400, Rx 483,600, and Rx 344,000.
State Railways: Interest on Debt.	3,993,200	4,005,200	4,424,400	4,667,000	There was an increase in 1890–91 of Rx 112,000 in India, and of 3,800*l.* in England, but exchange was reduced by Rx 103,800. In 1891–92 the increase amounted to Rx 122,700 in India, 140,700*l.* in England (owing to the purchase of the South Indian Railway), and Rx 155,800 in exchange. In 1892–93 the estimate includes an increase of Rx 161,100 in India, 11,400*l.* in England, and Rx 70,100 in exchange.
State Railways: Annuities in purchase of Railways.	2,445,200	2,243,100	2,431,700	2,544,900	The variations in the amount are almost entirely caused by the alteration of exchange.
State Railways: Interest chargeable against Companies on Advances.	76,100	163,000	226,700	329,700	This is that portion of the interest on debt which is charged in the accounts against the Southern Mahratta, Indian Midland, Bengal-Nagpur, and Bengal Central railway companies, on account of advances made to them for the construction of lines through their agency, or for the discharge of debentures, instead of the companies raising the money by the issue of their debentures guaranteed by the Government. In the three years the increase amounts to 167,300*l.* in interest, and Rx 86,300 in exchange.

STATEMENT showing the Principal Figures in the Indian Accounts for 1889–90 and 1890–91,

REVENUE.	Accounts, 1889–90.	Accounts, 1890–91.	Revised Estimate, 1891–92.	Budget Estimate, 1892–93.	REMARKS.
RAILWAYS—*continued.*	Rx	Rx	Rx	Rx	
Guaranteed Companies (Net Traffic Receipts).	3,168,600	3,501,300	3,463,000	3,260,000	In 1890–91 there was an improvement of Rx 251,700 on the Great Indian Peninsula line, and the Bombay and Baroda and Madras lines gave an increase of Rx 39,500 and Rx 59,500 respectively; but, owing to the purchase of the South Indian Railway, and its consequent transfer to the State Railways in the last quarter of the year, there was a reduction under this head of Rx 18,000 in 1890–91, and a further reduction of Rx 186,700 in 1891–92. In the latter year the Great Indian Peninsula showed an improvement of Rx197,100, and the Bombay and Baroda of Rx 26,600, but the Madras Railway net receipts fell off by Rx 75,300. In the estimate for 1892–93 the last-named are expected to increase by Rx 30,000, while reductions are anticipated of Rx 198,000 on the Great Indian Peninsula, and Rx 35,000 on the Bombay and Baroda Railway.
Subsidized Companies (repayment of Advances of Interest).	49,100	31,500	23,800	28,800	The figures represent the recovery in India from the Mysore State on account of the excess of interest on the capital outlay upon its line over the net receipts of the railway, and also some small repayments in England by the Rohilkhand-Kumaon Railway Company from its surplus receipts.
TOTAL - Rx	16,605,600	17,236,000	19,654,900	18,832,700	

and Estimates for 1891–92 and 1892–93, with Explanations—*continued.*

EXPENDITURE.	Accounts, 1889–90.	Accounts, 1890–91.	Revised Estimate, 1891–92.	Budget Estimate, 1892–93.	REMARKS.
RAILWAY REVENUE ACCOUNT—*continued.*	Rx	Rx	Rx	Rx	
State Railways: Interest on Capital deposited by Companies.	992,900	907,400	1,006,000	1,025,600	The figures represent interest on the capital of the Southern Mahratta, Indian Midland, Bengal-Nagpur, Bengal Central, South Indian, Assam-Bengal, and Lucknow-Bareilly Railway Companies.
Guaranteed Companies: Surplus Profits, Land, and Supervision.	472,900	516,300	750,500	600,000	The moiety of surplus profits payable to the Companies appears as follows in the accounts and estimates :

	1889–90.	1890–91.	1891–92.	1892–93.
	Rx	Rx	Rx	Rx
Bombay and Baroda	157,500	150,100	182,300	169,000
Great Indian Peninsula	284,400	323,200	535,900	381,500
South Indian	—	—	14,600	—
Rx	441,900	473,300	732,800	550,500

Guaranteed Companies: Interest.	3,395,300	3,130,900	3,074,500	3,256,300	The reduction in 1890–91 was due to the improvement in exchange. In 1891–92 there was a reduction of 215,900*l.* (or, with exchange, Rx 309,700), owing to the purchase of the South Indian Railway, but the increase in exchange, apart from this, was Rx 246,400. In 1892–93 the estimate shows a further increase of Rx 150,800 for exchange.
Subsidized Companies: Land, &c.	69,100	36,300	36,800	41,700	This includes compensation for land taken up for the Bengal and North-Western, Delhi-Umballa-Kalka, Nilgiri, Tarkessur, and Dooars Railways, and subsidies to the Dibru-Sadiya and Rohilkhand-Kumaon Companies.
Subsidized Companies: Advances of Interest.	—	—	900	3,200	Advances of interest in India to the Nilgiri Railway Company.
Miscellaneous Expenditure.	149,100	149,200	89,000	60,000	Chiefly for surveys, and for Director-General's, Port Storekeepers', and other Establishments. The principal charges for surveys occurred in Burma, and for the Mogulserai-Howrah, East Coast, Zhob Valley, Kashmir, Frontier, and Sambulpur-Khurda lines; and in 1889–90 there was an exceptional payment of Rx 42,400 for Abt material for the Bolan high level railway.
TOTAL - Rx	18,458,200	17,923,300	20,183,700	20,407,200	

STATEMENT showing the Principal Figures in the Indian Accounts for 1889–90 and 1890–91

REVENUE.	Accounts, 1889–90.	Accounts, 1890–91.	Revised Estimate, 1891–92.	Budget Estimate, 1892–93.	REMARKS.
	Rx	Rx	Rx	Rx.	
IRRIGATION:					
Major Works: Direct Receipts.	1,132,600	1,284,700	1,371,600	1,323,200	In 1890–91 the improvement occurred chiefly on the Ganges, Western Jumna, Sirhind, and Eastern Jumna canals; and in 1891–92 on the Sirhind, Lower Ganges, and Bari Doab canals. In 1892–93 a reduction of the receipts from the Western Jumna, Ganges, and Lower Ganges Canals is expected.
Major Works: Portion of Land Revenue due to Irrigation.	689,800	709,000	689,500	704,400	In 1890–91 the increase occurred in the North-West Provinces owing to the re-settlement of the district of Bulandshahr, and in Madras through the extension of irrigation in the Godavari and Kistna deltas. The reduction in 1891–92 arises from the transfer of certain revenue in the Punjab to the head of Direct receipts.
Minor Works and Navigation.	168,700	178,900	188,500	189,100	
TOTAL - Rx	1,991,100	2,172,600	2,249,600	2,216,700	
BUILDINGS AND ROADS:					
Military Works - -	43,500	44,100	47,500	42,100	The receipts are usually derived from the rents of buildings and sale of old materials.
Civil Works - -	606,900	605,200	568,200	564,300	The receipts are mostly derived from rents, sale of stores, proceeds of workshops, tolls, and ferries. There were exceptional receipts of Rx 34,100 in 1889–90 from the sale of the Barakar Ironworks to the Bengal Iron and Steel Company; and of Rx 31,700 in 1890–91, from the sale of a portion of the Custom House at Calcutta to the East Indian Railway Company.
TOTAL - Rx	650,400	649,300	615,700	606,400	

and Estimates for 1891–92 and 1892–93, with Explanations—*continued.*

EXPENDITURE.	Accounts, 1889–90.	Accounts, 1890–91.	Revised Estimate, 1891–92.	Budget Estimate, 1892–93.	REMARKS.
	Rx	Rx	Rx	Rx	
IRRIGATION:					
Major Works: Working Expenses.	727,500	758,400	772,800	771,000	In 1890–91 the increase was chiefly caused by special repairs on the Western and Eastern Jumna and the Ganges canals, but was partly due to an adjustment of accounts in Madras. In 1891–92 it arose from the remodelling and repair of the Bari Doab canal.
Major Works: Interest on Debt.	1,060,700	1,081,400	1,109,600	1,138,900	The increase arises from further capital outlay.
Minor Works and Navigation.	864,500	902,300	1,080,800	1,009,600	In 1890–91 there was considerable outlay on the remodelling of the Hidgellee Tidal canal and on operations in Burma, and also on repairs in Madras, but a reduction from the completion of the works in Baluchistan. In 1891–92 there was heavy expenditure on famine relief works in Rajputana, Madras, and Upper Burma, on the Buckingham canal, and on the Irrawaddy embankments. In 1892–93 the Madras Government is obliged to curtail its expenditure, and a smaller outlay is expected in Upper Burma.
TOTAL - Rx	2,652,700	2,742,100	2,963,200	2,919,500	
BUILDINGS AND ROADS:					
Military Works - -	1,138,500	1,220,700	1,215,200	1,183,800	An average sum of Rx 1,000,000 a year is usually granted for the construction and repair of military works throughout India, besides Rx 150,000 for Burma. In 1890–91 special grants were made for waterworks at Quetta and Abbottabad, but much of the increase is due to transfers in the Accounts. In 1891–92 a grant of Rx 61,600 was made for works in connexion with mobilization; and in 1892–93 Rx 30,000 is provided for improving the water supply in cantonments.
Civil Works - -	4,273,700	4,510,200	5,033,500	4,736,300	In 1890–91 the increase occurred chiefly in railway feeder roads and buildings in the North-West Provinces, in new Secretariat and port and shipping offices and other buildings in Calcutta, in a hospital and public library and the completion of the High Court at Madras, in public offices at Rangoon, and in jails in Burma and Bombay. The increase in 1891–92 is mainly attributable to outlay on new law courts, offices, hospitals, and famine roads, in Madras, on miscellaneous improvements in the North-West Provinces, on the reconstruction of the Lawrence Military Asylum at Sanawar in the Punjab, on works under the local boards in Bombay, on the road from Kohima to Manipur, on public buildings and roads in Burma, and on civil works in Zhob and Quetta. In 1892–93 the provincial expenditure is largely reduced, especially in the North-West Provinces, Bengal, Bombay, and Madras, but there is a special grant for the Nichuguard-Manipur road.
TOTAL - Rx	5,412,200	5,730,900	6,248,700	5,920,100	

STATEMENT showing the Principal Figures in the Indian Accounts for 1889–90 and 1890–91,

REVENUE.	Accounts, 1889–90.	Accounts, 1890–91.	Revised Estimate, 1891–92.	Budget Estimate, 1892–93.	REMARKS.
ARMY SERVICES:	Rx	Rx	Rx	Rx	
Army: Effective -	879,600	721,200	707,800	672,700	The reduction occurs chiefly in the commissariat and miscellaneous receipts, owing to the diminution of the force in Burma, and to the arrangement by which the troops in Madras and Bombay obtain their malt liquor direct from contractors, instead of through the commissariat department, there being a corresponding reduction of charge.
Army: Non-effective -	65,100	64,400	69,100	66,300	
TOTAL - Rx	944,700	785,600	776,900	739,000	

and Estimates for 1891–92 and 1892–93, with Explanations—*continued.*

EXPENDITURE.	Accounts, 1889–90.	Accounts, 1890–91.	Revised Estimate, 1891–92.	Budget Estimate, 1892–93.	REMARKS.
ARMY SERVICES:	Rx	Rx	Rx	Rx	
Army : Effective - -	16,795,400	16,947,500	18,474,300	17,678,200	In 1890–91 the payments in India included Rx 350,300 for extra charges in Upper Burma, Rx 265,400 on account of the Chin-Lushai, Rx 49,800 for the Hazara, Rx 32,900 for the Miranzai, Rx 48,300 for the Zhob Valley expedition, and Rx 13,300 for minor operations; altogether, however, such special charges were less than in 1889–90 by Rx 105,000; there was a reduction of Rx 65,000 in the pay of British troops through the rise in exchange, but an increase of Rx 89,900 in the pay of the Native Army, an increase of ordnance charges in India by Rx 84,300, a reduction of Rx 209,700 on mobilization, and an increase of other payments by Rx 5,500; in England the charge for military stores included about 141,000*l.* towards the cost of arming the British troops with the magazine rifle, and 319,000*l.* for Martini-Henry rifles and carbines, while there was a further increase of 50,800*l.* for other stores; the payments (apart from stores) were reduced by 70,300*l.*, (heavy arrears having been paid in 1889–90); and exchange was less by Rx 88,400. In 1891–92 the following special expenditure was incurred for expeditions, Hazara Rx 145,000, Chin-Lushai Rx 100,000, Miranzai Rx 160,000, Wunthoo Rx 50,000, Manipur Field Operations Rx 300,000, cold-weather operations in Burma Rx 120,000, and minor charges Rx 7,300; there was a saving of Rx 180,000 on the pay of British troops owing to the rise in exchange, but an extra charge of Rx 90,000 consequent on the increase in the pay of the Native cavalry; the charge for mobilisation amounted to Rx 213,400; the cost of additional remounts and ordnance mules was Rx 132,100; and Rx 10,000 was spent on the experimental use of the Karachi route for British troops; the Upper Burma charges are heavier by Rx 49,700, medical services by Rx 52,200, and other charges in India by Rx 5,200. The estimate of charges in England included a large payment on account of arrears to the War Office, which, however, was not made in that year. In the Budget for 1892–93 provision is made for an increase of Rx 80,000 in Upper Burma on account of the cost of supplies and telegraph lines in the outlying districts, and of Rx 60,000 for cold-weather operations; and there is an increase of Rx 205,000 in the pay of the British troops owing to the fall in Exchange; but, through the reduction in the special charges, the payments in India are reduced by Rx 600,100 on the whole, and those in England by 243,300*l.*; Exchange is, however, heavier by Rx. 47,300.
Army : Non-effective -	3,882,400	3,742,600	4,032,600	4,220,300	From the 1st of April 1884, the system of paying, in respect of officers and men of the British Forces, the capitalised value of the share of India in each pension when granted, was abandoned, and the charge borne by India during the year was henceforward to be her portion of each pension according to actuarial tables of life. The result was a decrease of 705,000*l.* at first, but the amount has been gradually rising again for many years. In 1890–91 there was an increase of Rx. 55,100 in India where the capitalisation of officers' pensions was unusually heavy, and 41,900*l.* in England, but exchange was less by Rx 236,800. In 1891–92 there was an increase of 56,100*l.* in England, and of Rx 253,300 in exchange, but a reduction of Rx 19,400 in India. The estimate for 1892–93 shews a further reduction in India of Rx 18,200, but an increase of 45,400*l.* in England, and of Rx 160,500 in exchange.
TOTAL - Rx	20,677,800	20,690,100	22,506,900	21,898,500	

STATEMENT showing the Principal Figures in the Indian Accounts for 1889-90 and 1890-91,

REVENUE.	Accounts, 1889-90.	Accounts, 1890-91.	Revised Estimate, 1891-92.	Budget Estimate, 1892-93.	REMARKS.
	Rx	Rx	Rx	Rx	
TOTAL REVENUE Rx	85,085,200	85,741,700	88,585,900	88,367,900	

and Estimates for 1891-92 and 1892-93, with Explanations—*continued.*

EXPENDITURE.	Accounts, 1889-90.	Accounts, 1890-91.	Revised Estimate, 1891-92.	Budget Estimate, 1892-93.	REMARKS.
	Rx	Rx	Rx	Rx	
SPECIAL DEFENCE WORKS.	689,500	491,800	550,000	614,500	The expenditure is incurred on redoubts, military posts, blockhouses, and roads, on the North-West Frontier, on defences at Aden, Bombay, Karachi, and Rangoon, and in the Hooghly, and on guns and stores in England. In 1890-91 there was a reduction of Rx 148,000 in India, 19,000*l.* in England, and Rx 30,700 in exchange. In 1891-92 expenditure in India was heavier by Rx 47,000, and the charge for exchange by Rx 17,200, while in England it was less by 6,000*l.* In 1892-93 larger payments are expected to be made in England, with a heavier charge for exchange.
TOTAL EXPENDITURE, Imperial and Provincial - -	81,924,200	82,252,100	89,127,400	89,383,000	There is an increase of Rx 7,458,800 in the estimate for 1892-93 over 1889-90, including Rx 1,311,700 in the charge for exchange, so that, apart from exchange, the expenditure has increased by Rx 5,045,600 in India, and 1,101,500*l.*, in England. Excluding exchange, an increase of 1,595,200 occurs in the railway revenue account (against which there is an increase of 2,226,700 in the receipts), 599,500 under Army and Special Defence Works, 606,700 in the allotment for Famine Relief and Insurance, 1,374,000 in the charges for collecting the revenue and other direct demands, 831,300 in the Civil Departments, 502,000 in Buildings and Roads (defrayed by the Provincial Governments from their accumulated balances), 266,800 in Irrigation, 296,500 in the construction of railways out of revenue, and 212,500 under Civil Superannuation, while there is a reduction of 137,400 under other heads.
PROVINCIAL ADJUSTMENTS:					
Deficits: Expenditure by Provincial Governments from their balances.	—	*— 198,600*	*— 461,500*	*—1,161,700*	In 1889-90 the Provincial Governments spent less than their income, the saving being added to their balances. In the later years they are spending, besides the whole of their annual allotments, sums which had accumulated in their balances from the savings of previous years. In 1890-91 the balances were reduced by Rx 198,600, special contributions amounting to Rx 490,000, having been made to the revenues of the Government of India, of which Madras and Bombay each contributed Rx 175,000, Bengal Rx 100,000, the Central Provinces Rx 30,000, and Assam Rx 10,000. In the Budget for 1892-93 the Government of India, under the quinquennial arrangement made with the Provincial Governments, resumes from them portions of their surpluses amounting to Rx 466,300, of which Bombay contributes Rx 131,100, Madras Rx 103,800, Lower Burma Rx 58,900, the North-West Provinces Rx 56,900, Bengal Rx 51,900, the Punjab Rx 41,000, and the Central Provinces Rx 22,700. According to the Accounts and Estimates of the four years, the Government of Madras will have reduced its balances by Rx 733,500; Bombay Rx 286,200; Bengal Rx 215,500; the Central Provinces Rx 102,600; the Punjab Rx 57,100; Assam Rx 22,600; and India General Rx 900; while the balances of the North-West Provinces are estimated to be higher by Rx 54,900, and Burma by Rx 90,700. The total net reduction is thus Rx 1,272,800.
Surpluses: Allotments to Provincial Governments unspent by them.	549,000	—	—	—	
TOTAL EXPENDITURE charged against the Revenue of the Year Rx	82,473,200	82,053,500	88,665,900	88,221,300	

STATEMENT showing the Principal Figures in the Indian Accounts for 1889-90 and 1890-91,

REVENUE.	Accounts, 1889-90.	Accounts, 1890-91.	Revised Estimate, 1891-92.	Budget Estimate, 1892-93.	REMARKS.

and Estimates for 1891–92 and 1892–93, with Explanations—*continued.*

EXPENDITURE.	Accounts, 1889–90.	Accounts, 1890–91.	Revised Estimate, 1891–92.	Budget Estimate, 1892–93.	REMARKS.
EXPENDITURE NOT CHARGED TO REVENUE:					
Capital Outlay on Railways and Irrigation Works:	Rx	Rx	Rx	Rx	
State Railways -	2,794,500	2,881,800	2,779,600	3,485,000	
Irrigation Works	378,900	483,800	720,400	550,000	
TOTAL - Rx	3,173,400	3,365,600	3,500,000	4,035,000	
Capital Charge involved in Redemption of Liabilities:	£	£	£	£	
South Indian Railway.	—	4,692,600	—	—	
TOTAL £ -	—	4,692,600	—	—	

The total outlay on the construction of State Railways during these four years is as follows :—

——	Accounts, 1889–90.	Accounts, 1890–91.	Revised Estimate, 1891–92.	Budget Estimate, 1892–93.
	Rx	Rx	Rx	Rx
From Borrowed Money -	2,794,500	2,881,800	2,779,600	3,485,000
From Revenue - -	5,000	*–4,800*	477,500	1,313,200
TOTAL - Rx	2,799,500	2,877,000	3,257,100	4,798,200
DISTRIBUTION.				
East Indian - -	66,800	*–14,200*	*–65,700*	300,100
Eastern Bengal - -	285,900	238,000	195,900	200,700
Tirhoot - - - -	128,300	92,400	46,600	22,500
Oudh and Rohilkhand -	38,500	23,300	15,600	58,500
Lucknow-Jaunpur - -	—	—	36,000	205,000
Bareilly-Rampur-Moradabad.	—	—	25,000	375,000
Bengal-Nagpur - -	131,600	*–39,800*	*–19,100*	—
North-Western - -	1,093,300	581,000	388,800	433,100
Mushkaf-Bolan - -	—	—	130,700	200,000
Mari-Attock - - -	—	—	72,500	285,000
Frontier Railways Reserve Material.	*–29,500*	123,000	28,000	33,500
Peshawar Railway Reserve	—	—	38,400	300
South Indian - -	773,700	1,015,300	200,000	227,000
Dharmavaram-Hindupur	—	1,900	113,200	150,000
Burma and Tounghoo-Mandalay.	110,600	14,900	51,900	30,000
Mu Valley - - -	160,700	429,400	519,100	502,100
Assam-Bengal - - -	—	—	103,400	300,000
East Coast - - -	1,100	288,300	1,250,000	1,088,100
Godhra-Rutlam - -	—	73,200	235,000	450,000
Mayavaram-Mutupet -	—	28,600	53,100	155,000
Hyderabad-Umarkot -	—	—	125,400	23,000
Other Lines - - -	62,300	45,800	8,200	91,000
Stores and Reserve -	*–23,800*	*–24,100*	*–294,900*	*–331,700*
TOTAL - - Rx	2,799,500	2,877,000	3,257,100	4,798,200

The outlay occurs on the following works :—

——	Accounts, 1889–90.	Accounts, 1890–91.	Revised Estimate, 1891–92.	Budget Estimate, 1892–93.
	Rx	Rx	Rx	Rx
From Borrowed Money -	378,900	483,800	720,400	550,000
From Revenue - -	80,000	95,000	109,800	86,000
TOTAL - Rx	458,900	578,800	830,200	636,000
DISTRIBUTION.				
Orissa Canals - -	34,900	33,200	41,600	40,000
Hidgellee Tidal Canal -	4,900	15,300	27,100	6,900
Son Canals - - -	7,200	17,100	21,200	20,000
Ganges Canal - -	7,600	15,500	20,500	28,500
Lower Ganges Canal -	60,300	18,900	19,700	25,400
Western Jumna Canal -	5,900	5,800	7,500	20,000
,, Sirsa Branch	13,500	46,400	55,200	60,000
Sirhind Canal - -	6,300	*–26,400*	36,800	20,000
Chenab Canal - -	59,500	188,800	335,000	120,000
Kistna Delta System -	49,500	47,100	42,200	42,300
Periyar Project - -	74,200	106,000	101,200	84,100
Rushikulya Project -	31,400	45,400	64,000	45,000
Nira Canal - -	30,400	23,900	11,800	12,200
Other Works - - -	73,300	41,800	46,400	111,600
TOTAL - Rx	458,900	578,800	830,200	636,000

Capital charge involved in the purchase of the Railway, and the discharge of, and assumption of liability for, its Debentures and Debenture Stock.

NET REVENUE AND EXPENDITURE.

Net Revenue.

Gross Revenue, deducting Refunds and Drawbacks and Charges of Collection.	Accounts, 1889–90.	Accounts, 1890–91.	Revised Estimate, 1891–92.	Budget Estimate, 1892–93.
	Rx	Rx	Rx	Rx
Land Revenue	20,302,200	20,318,600	19,981,200	20,597,300
Opium	6,977,900	5,698,400	6,139,900	5,399,700
Salt	7,739,200	8,058,700	8,124,100	8,007,400
Stamps	3,906,100	3,892,500	4,043,400	4,041,700
Excise	4,705,000	4,742,300	4,876,500	4,865,700
Provincial Rates	3,348,300	3,432,900	3,415,200	3,558,300
Customs	1,323,200	1,562,400	1,507,100	1,494,500
Assessed Taxes	1,554,000	1,571,600	1,600,600	1,599,200
Forest	703,300	658,600	612,700	594,300
Registration	159,700	167,900	182,500	177,300
Tributes from Native States	777,700	760,400	778,900	762,100
	51,496,600	50,854,300	51,262,100	51,097,500
Deduct: Assignments and Compensations	1,544,500	1,510,100	1,535,200	1,515,700
Net Revenue Rx	49,952,100	49,354,200	49,726,900	49,581,800

Net Expenditure.

Gross Expenditure, deducting Receipts.	Accounts, 1889–90.	Accounts, 1890–91.	Revised Estimate, 1891–92.	Budget Estimate, 1892–93.
	Rx	Rx	Rx	Rx
Interest	3,367,700	3,264,300	3,451,500	3,066,100
Post Office, Telegraph, and Mint	*–109,100*	*–255,100*	*–104,900*	*–70,100*
Civil Departments	11,679,000	11,774,200	12,220,000	12,516,700
Miscellaneous Civil Charges	3,549,900	3,751,400	4,153,900	4,211,000
Famine Relief and Insurance	600,000	600,000	1,209,900	1,206,700
Construction of Railways (charged against Revenue, in addition to that under Famine Insurance).	5,000	*–4,800*	182,600	301,500
Railway Revenue Account	1,852,600	687,300	528,800	1,574,500
Irrigation	661,600	569,500	713,600	702,800
Buildings and Roads	4,761,800	5,081,600	5,633,000	5,313,700
Army Services	19,733,100	19,904,400	21,730,000	21,159,500
Special Defence Works	689,500	491,800	550,000	614,500
	46,791,100	45,864,600	50,268,400	50,596,900
Provincial Adjustments	549,000	*–198,600*	*–461,500*	*–1,161,700*
Net Expenditure Rx	47,340,100	45,666,000	49,806,900	49,435,200
Surplus Rx	2,612,000	3,688,200	*–80,000*	146,600

India Office,
7th May 1892.

HENRY WATERFIELD,
Financial Secretary.

EAST INDIA (OPIUM).

RETURN to an Address of the Honourable The House of Commons, dated 13 June 1892;—*for*,

"RETURN showing the Consumption of OPIUM and its Preparations in BRITISH INDIA during 1890–91 (in continuation of the Table given on page 20 of the Return [c. 6562] of Session 1892)."

India Office,
20 June 1892.

A. GODLEY,
Under Secretary of State for India.

STATEMENT showing the Consumption of OPIUM and its Preparations in BRITISH INDIA during 1890–91.*

SEERS OF OPIUM RETAILED, INCLUDING CHANDU AND MADAK.

YEAR.	Punjab.	North-Western Provinces and Oudh.	Central Provinces, including Sales of Confiscated Opium.	Bengal.	Assam.	Burma.			Madras.	Coorg.	Ajmere Merwara.	Bombay Presidency.				TOTAL BRITISH INDIA.	Hyderabad Assigned Districts.	Remarks.
						Lower.	Upper.	Total.				Bombay.	Sind.	Aden.	Total.			
1.	2.	3.	4.	5.	6.	7.	8.	9.	10.	11.	12.	13.	14.	15.	16.	17.	18.	19.
1890–91	57,201	65,985	25,165	77,706	52,333	57,674	1,814 (*a*)	59,488	38,729	70	Figures not available.	59,295	8,762	72	68,129	**4,44,806**	19,505	

(*a*) In addition the following amount is shown as imported from beyond the frontier, 1,094 seers.

* *Note.*—The year 1890–91 ended on the 31st March in all provinces except the North-Western Provinces, where it ended on the 30th September, and Bombay where it ended on the 31st July.

EAST INDIA (OPIUM).

RETURN showing the Consumption of OPIUM and its Preparations in BRITISH INDIA during 1890–91 (in continuation of the Table given on page 20 of the Return [C. 6562] of Session 1892).

(*Mr. Lewis Fry.*)

Ordered, by The House of Commons, *to be Printed,*
21 *June* 1892.

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318.

EAST INDIA (HUNZA EXPEDITION).

CORRESPONDENCE

RELATING TO THE

OPERATIONS IN HUNZA-NAGAR.

Presented to both Houses of Parliament by Command of Her Majesty.
1892.

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1892.

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Correspondence relating to the Operations in Hunza-Nagar.

No. 1.

Telegram from Viceroy to Secretary of State, 8th December 1891.

Chalt having been threatened by the Hunza and Nagar people, Colonel Durand advanced to that place, and telegraphed, 29th November, as follows:—"I have sent "an ultimatum to-day. Hunza river will be bridged to-morrow, and, unless attacked "before 2nd December, shall move on that day. Hunza-Nagar forces assembling "and mean to fight. I have done all in my power to prevent hostilities, but I think "they must come."

No. 2.

Telegram from Viceroy to Secretary of State, 11th December 1891.

The following telegram was sent by Surgeon-Major Robertson before that which I have already repeated:—"Nilt, 2nd December. Nilt fort taken after short "engagement. Our casualties,—Colonel Durand, severely wounded; Captain Aylmer, "Royal Engineers, and Lieutenant Badcock, 5th Gurkhas, severely wounded. Native "soldiers,—5th Gurkhas, two sepoys killed, one Jemadar and nine non-commissioned "officers and men wounded; 20th Punjab Infantry guard, four sepoys wounded; "Sappers and Miners, one sepoy wounded; Hazara Mountain Battery, one Havildar "wounded; Gatling Gun, one driver wounded. Imperial Service troops,—Raghu "Partab Regiment, one sepoy killed and three wounded; Body Guard regiment, one "sepoy wounded. Captain Aylmer and Lieutenants Boisragon and Badcock displayed "extraordinary gallantry, the first-named blowing open the strong fort gate with gun-"cotton, and the three officers entering with a few sepoys after desperate fighting. "In accordance with Colonel Durand's orders, Captain Bradshaw has assumed military "command of the forces, and I have undertaken chief political duties. The fort was "of great strength and carefully fortified. The enemy suffered heavily. To-morrow "we advance. One gun was taken and nine prisoners captured. Colonel Durand was "hit while superintending the laying of a gun within 200 yards of the fort; his "wound is very severe, but the ball has been successfully extracted, and so far he is "doing well."

No. 3.

Telegram from Viceroy to Secretary of State, 11th December 1891.

Following telegram received from Resident in Kashmir, dated 10th December. "Officiating British Agent, Gilgit, telegraphs 3rd December:—'Still at Nilt. Hunza "'Nagars occupy strong positions lined with sangars (breastworks of stone), filled "'with sharpshooters. We are building block-houses, &c., which will occupy us "'two or three days. Casualties to-day—Lieutenant Gorton, R.A., wounded, and "'seven sepoys, one mortally. One of the sepoys wounded yesterday has since died. "'Colonel Durand and other wounded officers doing well."

No. 4.

Telegram from Viceroy to Secretary of State, 10th December 1891.

Hostilities against Hunza have begun. The Kashmir Resident telegraphs from Jammu, 10th December, repeating message from Officiating British Agent, Gilgit, dated Nilt, 4th December:—"Day has passed in desultory firing: riflemen at Mayun "gave some trouble, but no casualties occurred; two of the wounded sepoys here died "since last telegram was sent. Colonel Durand, other wounded officers, doing well. "Weather fine; troops in good health." Nilt is on the Hunza river, a few miles above Chalt. The telegram referred to above has not yet reached the Resident.

No. 5.

Telegram from Viceroy to Secretary of State, 13th December 1891.

Further information received up to 7th instant. Force remains at Nilt. Slight desultory firing continues. No further casualties. Colonel Durand, Captain Aylmer, Lieutenants Badcock and Gorton left early morning 7th for Chalt; all doing well. Supplies ample. Everything satisfactory.

No. 6.

Telegram from Viceroy to Secretary of State, 14th December 1891.

Following from Officiating British Agent, Gilgit camp:—"Nilt, 8th December. "Situation unchanged. The position to be taken is practically a precipice unturnable "at both ends. The seven pounder gun has no effect on rebels' defences. No "casualties. Troops in good health, comfortable, and cheerful."

No. 7.

Telegram from Viceroy to Secretary of State, 16th December 1891.

British Agent, Gilgit, reports:—"Camp, Nilt, 9th December. Everything satisfactory; troops healthy and in good spirits. Safdar Ali Khan sent man across the "river with letter this morning; much politer than his last, but still more or less "defiant, although at the end he said he was ready to make peace. I replied, "deploring his still rebellious spirit, mentioning our dislike to warring with the "Hunza-Nagar people, and winding up by saying that, until he was sincerely prepared to obey the orders of the Government of India, it was useless his sending "letters to me."

No. 8.

Telegram from Viceroy to Secretary of State, 17th December 1891.

News from Nilt, 11th December. Everything satisfactory; no sickness or casualties, wounded doing well, communications secure, and supplies ample. Robertson hopes force may be able to move forward shortly, in spite of strength of enemy's position. Resident has telegraphed to him, insisting on need of utmost caution.

No. 9.

Telegram from Viceroy to Secretary of State, 19th December 1891.

Situation at Nilt unchanged to 12th instant.

No. 10.

Telegram from Viceroy to Secretary of State, 21st December 1891.

Acting British Agent, Gilgit, telegraphs:—"Camp, Nilt, dated 15th December "1891. All our reconnaissances have failed to find a way of forcing rebels' position "so far. It is of immense strength, while they multiply their sangars daily. There "is nothing for it but patience. In the end we must succeed. Very few sick. All "wounded doing well. The spirit of the troops admirable."

No. 11.

Telegram from Viceroy to Secretary of State, 24th December 1891.

On the 17th December Colonel Durand telegraphed that there was no cause for anxiety. He had about 360 men in Gilgit itself, and the whole line from Astor to Nilt was held in strength.

No. 12.

Telegram from Viceroy to Secretary of State, 27th December 1891.

Acting British Agent reports all well at Nilt up to 19th.

No. 13.

Telegram from Viceroy to Secretary of State, 28th December 1891.

Following telegrams from Acting British Agent, Gilgit. First: "Pisan, 20th December. Brilliant achievement on 20th. Fifty of body guard regiment accompanied by Manners Smith, supported by another 50 same regiment under Taylor, scaled precipice, taking sangars which were prevented from doing harm by admirable arrangements of Colin Mackenzie commanding that force, who concentrated a terrific fire on them. The sangars in the end proved traps for their occupants, seventy of whom were killed, many wounded, and 118 taken prisoners. The rebels, finding their line pierced, fled panic stricken; Mackenzie followed rapidly, giving them no time to organize a stand. Mayun, then Gulmit and Pisan were occupied, and the advanced force, thoroughly tired out, rested at last-named place for the night. Casualties were four men wounded." Second: Phikar, 21st December. Shall be in Nagar to-night. Jafar Khan of Nagar has made complete submission. Uzr Khan fled to Hunza.

No. 14.

Telegram from Secretary of State to Viceroy, 28th December 1891.

Your telegram to-day. Queen commands me to telegraph Her Majesty's warm appreciation of conduct of officers and troops. I desire to express my congratulations in similar terms.

No. 15.

Telegram from Viceroy to Secretary of State, 30th December 1891.

News from camp Sumagir, 22nd December. Hunza fort occupied without further opposition. Raja Safdar Ali, his wazir Dadu, and Uzr Khan of Nagar, have fled. The people of Hunza have completely submitted. Built bridge for our force, and sent after the fugitives to capture them. All active opposition apparently over.

No. 16.

Telegram from Secretary of State to Viceroy, 30th December 1891.

I have received your telegrams of 28th and 30th. I congratulate you on the success of the Hunza expedition. Please repeat to Kashmir Durbar.

No. 17.

Telegram from Viceroy to Secretary of State, 31st December 1891.

Following from Acting British Agent, Gilgit:—"Camp, Chator Khan, 23rd December. The people, relying on my assurances, are rapidly returning to their homes. Desertions from the fugitives are said to be taking place in large numbers. Certain men who had good cause to fear our resentment have also come back. I have taken possession of the two countries, pending the orders of the Government of India concerning their disposal; and have appointed Lieutenant Townshend, Central India Horse, Military Governor of Hunza. A strong party leaves the day after to-morrow for Gulmat, Gircha, and Misgar, to examine road and impress remote villages with a military display; also with the hope of coming up with runaways. Conduct of troops admirable. Great care is being taken that no irregularities occur. Am taking measures to procure general giving up of arms. People cheerful; full of offers of service; their women move about without fear of molestation."

No. 18.

From the GOVERNMENT OF INDIA to the SECRETARY OF STATE FOR INDIA.

My Lord, 6th January 1892.

Recent telegrams have informed your Lordship of the hostile demonstrations made by the Rajas of Hunza and Nagar against the Kashmir fort at Chalt, of the advance from Gilgit of a small force under the command of Lieutenant-Colonel Durand, of the storming of Nilt, a fort on the south bank of the Hunza river, and of the subsequent occupation of Hunza and Nagar by British and Kashmiri troops. We have now the honour to lay before your Lordship the following account of the circumstances out of which the present situation has arisen.

2. Gilgit, once an independent Chiefship, is now an outlying district of the Kashmir State; and it has long been the head-quarters of the Kashmiri Governors who were charged with the management of the numerous chiefships and tribes lying to the north of Kashmir, and owning the suzerainty of the Maharaja. These chiefships and tribes cover a great extent of country, from the borders of northern Afghanistan to the Indus, and they are bounded on the north by the line of the Hindu Kush.

3. The fort of Chalt is situated on the right bank of the Hunza river, and commands the road leading from the Gilgit district to the petty States of Hunza and Nagar, which lie respectively to the north and south of the river. These States are situated in the angle formed by the junction of the Mustagh and Hindu Kush ranges, and from them passes lead northward and eastward towards the Pamirs and Yarkand. Their territory is probably one of the most rugged and inaccessible in the world. It consists of a narrow valley hemmed in on both sides by masses of mountains, which rise at many points to a height of over twenty thousand feet. The towns of Hunza and Nagar themselves lie at an altitude of about eight thousand feet, and the approaches from the south and west are specially difficult. Under these circumstances it is not surprising that, though nominally subordinate to the Maharaja of Kashmir, from whom they receive a yearly subsidy in return for certain tributary offerings, these States have always been turbulent, and hard to control. Their people have been in the habit of raiding both upon the country to the north of the Hindu Kush and Mustagh, and upon the chiefships to the south, carrying off men into slavery and committing cruel excesses.

4. Chalt with the neighbouring villages of Bar, Budelas and Chaprot, used to form a little separate "State", which, on account of its position, has always been a bone of contention to its neighbours. It was formerly in the possession of the Gilgit State, then of the Sikhs, and then of Kashmir; but was afterwards taken from the Dogras by Hunza, in whose possession it remained until the winter of 1875–76. At that time, the inhabitants of Chaprot invited the Raja of Nagar to oust the Raja of Hunza, with whose rule they were dissatisfied; and the Nagar Chief acceded to this request; but being doubtful of his ability to maintain his position single handed, he concluded an arrangement with the Kashmir Darbar by which his son was to have the right to hold Chalt and its connected villages, the Darbar having by the same arrangement the right to station troops in the Chalt fort. Accordingly Kashmir troops have been stationed there since 1877.

5. Nevertheless the position of the Maharaja's force was a very precarious one. It was necessarily small, and it depended for its supplies mainly upon the Hunza and Nagar States, which, if they combined, could at any time make the fort untenable. Support could not easily be sent up, for the road from Gilgit to Chalt was very difficult, lying in parts along the face of precipices which were crossed by the help of ladders and frail wooden galleries. The force was in fact allowed to remain on sufferance, and more than once it was threatened with expulsion. Finally in 1888 the two States did combine, and the Kashmir force was ejected from Chalt, the Hunza and Nagar troops advancing even beyond Chalt and threatening Gilgit. This movement caused considerable alarm in Kashmir, and a force of Kashmiri troops was pushed up in support of the Gilgit garrison, which was raised to more than 7,000 men. The force suffered severely from want of supplies and sickness, and the expenditure incurred was very great; but eventually the Hunza and Nagar States concluded

a peace by which they consented to the re-occupation of Chalt by a Kashmiri garrison.

6. Shortly afterwards it was decided that a British Agency should be re-established at Gilgit, from which place our Agent had been withdrawn in 1880; and Lieutenant-Colonel, then Captain, Durand, who had previously spent some time in the country, was selected for the post. He was charged with the general supervision of the relations between Kashmir and its northern feudatories, and with the direction of all military movements in this quarter. About the same time the scheme for the utilisation of the armies of Native States had been set on foot, and in pursuance of this scheme arrangements were made for the proper armament and instruction of the Kashmiri troops forming the Gilgit garrison..

7. In 1889 Captain Durand visited Hunza and Nagar, and the Chiefs then bound themselves to accept his control. They further promised to allow for the future the free passage of any officers deputed by the British Government to visit their countries. The Hunza Chief undertook also to put an end to raiding on the Yarkand road and elsewhere beyond his State. Subject to these conditions, the Government of India agreed to grant to both the Hunza and Nagar Chiefs small yearly allowances in addition to those already granted to them by the Kashmir Darbar.

8. The present Raja of Hunza is Safdar Ali Khan, who, in 1886, murdered his father Raja Ghazan Khan, and usurped the State. Nagar is ruled by Raja Jafr Khan, but his power has of late been overshadowed by the influence of his eldest son, Raja Uzr Khan, a man of turbulent disposition, and a close ally of Raja Safdar Ali Khan of Hunza. In May last, Raja Uzr Khan murdered his two brothers, Gauri Tham Khan and Ding Malik. The Rajas of Hunza and Nagar, as well as Uzr Khan himself, wrote to Colonel Durand, announcing this occurrence. The letters from Uzr Khan and his father, Jafr Khan, added that, if Raja Sikandar Khan, another of Jafr Khan's sons, returned to Chaprot, which he was entitled to hold under the understanding already mentioned, Uzr Khan would kill him. Altogether the attitude taken up by the Nagar Chief was very defiant, and his aggressive intentions were soon after made more manifest by the information which Colonel Durand received, from several sources, that Uzr Khan intended to seize Chalt and Chaprot.

9. On the 27th of May, the commandant of the Kashmir garrison of Chalt sent word to Colonel Durand that a Nagar force was advancing to attack the Chalt Fort; and Uzr Khan did in fact bring a number of Nagar tribesmen to Nilt, six miles from Chalt, while the people of Hunza gathered at Mayun, on the north bank of the river opposite Nilt. On hearing of the threatened attack, Colonel Durand marched a small body of troops out of Gilgit the same night, and on the 29th May, after a very toilsome advance, by the difficult and dangerous route described above, he occupied Chalt. This unexpected move disconcerted the people of Hunza and Nagar; and in spite of the endeavours of their Chiefs the gatherings at Mayun and Nilt dispersed without any attempt to attack the Chalt Fort.

10. In consequence of these events, the British Agent summoned Vakils from the Hunza and Nagar States to Chalt, and they came bearing letters from their Chiefs. The Vakil sent by Safdar Ali Khan of Hunza assured Colonel Durand in his master's name of Safdar Ali's loyalty, and disclaimed all intention to attack Chalt or Chaprot. The Nagar emissary disclaimed any connection with Uzr Khan or his acts, and promised that, if the guns and troops were withdrawn to Gilgit, Uzr Khan should be kept from giving further trouble. Colonel Durand formally accepted these assurances, but he took the opportunity of warning the Hunza and Nagar Vakils publicly, in the presence of the troops, and of some neighbouring Chiefs and headmen, that any future attempt to disturb existing arrangements would be regarded by the Darbar and the British Government as an act of hostility, and punished accordingly. The Vakils were then dismissed, and after having left a sufficient force at Chalt Colonel Durand returned to Gilgit.

11. The end of this incident was, therefore, that the Kashmir Darbar had strengthened its hold on the Chalt position. The garrison had been increased, and the fort improved; the walls and towers of a second fort, which commanded it, had been destroyed, and the road from Gilgit had been made considerably better than it used to be. There was some reason to hope that these measures and the energetic

attitude assumed by the Kashmir troops might deter the Hunza and Nagar people from further aggression, but there could be no certainty that the effect produced would be lasting. The general opinion was, indeed, that, at no distant date, probably in the autumn when the high paths are closed with snow, and part of the road can be held without the fear of attack from above, the Hunza and Nagar people would again attempt to take Chalt.

12. The probability of disturbances breaking out again at a season when the Gilgit garrison would be almost cut off from Kashmir, by the closing of the lofty passes over which the road lies, and the evident need of coming to a definite conclusion in regard to the manner in which the Hunza and Nagar States should be treated for the future, induced us to call Colonel Durand to India, as soon as we learned that he could with safety leave his charge, in order that we might consult him personally with regard to the measures which should be taken. Meanwhile some help had been sent to him. At the time when he moved to the relief of Chalt, one of his two assistants was absent, and it was so evident that the Agency was undermanned that, on receiving by telegram an application for assistance, we despatched three additional officers to Gilgit, where they arrived in July. Colonel Durand left Gilgit on the 7th August and reached Simla on the 31st.

13. At this time Colonel Durand had within the limits of his charge three regiments of Infantry, a mule Battery, and a small force of Sappers and Miners, belonging to the Kashmir army, besides irregular troops. With this force, Colonel Durand had to garrison places as far apart as Astor, 80 miles off on the road to Srinagar, and Sherkila on the other side, 20 miles up the Gilgit river. The British Agent and his assistants had to supervise the drill and instruction of the troops, which were scattered in numerous detachments, and this work was heavy. It was made heavier by the great difficulty in collecting and transporting supplies sufficient for the force.

14. We had already, as above stated, sent three officers to Colonel Durand's assistance, but our discussions with him convinced us that the assistance which had thus been afforded would not be enough, at all events during the winter months. In view of possible aggression upon the part of Hunza and Nagar, and of the outbreak of hostilities, we decided that it was necessary to strengthen materially the British Agent's staff of officers, and also his escort of British troops. We arranged to give Colonel Durand a staff consisting of 14 officers, exclusive of those attached to his escort, and to send up to him 200 men from the 2nd Battalion of the 5th Gurkhas, and two guns of a native mountain battery.

15. This assistance in officers and men gave Colonel Durand a small nucleus of regular troops, and it admitted of his attaching three British officers to each of the Kashmir Infantry Regiments, which, though greatly improved since the introduction of the Imperial Service scheme, were as yet untried in serious warfare. Colonel Durand subsequently asked for a Gatling gun, which was also supplied.

16. The next question which required our attention and the issue of instructions to the Gilgit Agency was the manner in which Colonel Durand should deal with the Hunza and Nagar Chiefs. The latter had gravely misconducted himself, and the former had defiantly broken his engagements with us. Before the end of 1889, in which year he had given an unqualified promise to cease raiding, Safdar Ali Khan told Captain Younghusband that he would bind himself to suppress raids on the Leh-Yarkand road for one year only. He said that he regarded these raids as a source of revenue, and would require an increase of his subsidy if raiding was to cease altogether. In the following summer the raids of the Hunza tribesmen recommenced, and Raja Safdar Ali Khan, writing on the subject to the British Agent, made no attempt to deny the fact. We have already referred to his hostile demonstration in May last. After this he refused permission to Captain Younghusband to pass through his State, and though he permitted one messenger to pass from Gilgit to Captain Younghusband, he distinctly refused to afford a passage to any more. The Acting British Agent had however written to the Raja, while Colonel Durand was in Simla, in terms which might be held to have condoned his previous conduct, and, as we did not wish to force any quarrel upon Hunza, we considered that if Safdar Ali Khan did not renew his misbehaviour it would not be necessary to take any punitive action against him. But it was evident that he might resent the further improvement

of the road between Gilgit and Chalt, which was a necessity. We could not, with due regard to the position of the Kashmir Darbar and to our own interests, acquiesce in a state of affairs by which, in deference to the Raja's objections, the Chalt position was to be left insecure. Moreover we agreed with Colonel Durand and with our Resident in Kashmir, Colonel Prideaux, in thinking that it was necessary for the peace and security of the districts under the Gilgit Agency that the Hunza and Nagar States should be induced for the future to fulfil their engagements, and should generally be brought under proper control.

17. Having regard to all the circumstances of the case, we instructed Colonel Durand to move troops at the end of October to Chalt, to improve the road between that place and Gilgit, and to build a small fort at Chalt. He was told to write, at the same time, to the Chiefs of Hunza and Nagar, saying nothing about their former misconduct, but informing them that it was necessary for their safety and that of Kashmir that we should have free access to their territory, in order to make all requisite arrangements for holding the line of frontier. They were to be told that there was no intention to interfere in the form of their government, but that our arrangements would include the making of military roads; that in the case of Nagar we must make a practicable mule road as far as Nagar itself, and that in the case of Hunza we must make one from Chalt to Hunza, and so much further as might seem necessary in order to give us the command of the Hindu Kush passes. Finally Colonel Durand was to inform the Chiefs that, since they owed allegiance to the British Government, they would be expected to give any aid in their power.

If the Chiefs refused to allow the roads to be made, they were to be informed that we could not accept their refusal, that the roads must be made, and that, unless they complied with the demands made upon them, troops would enter the country, and the roads be constructed in spite of them. In this case, or in the case of the Hunza and Nagar Chiefs collecting their forces with a view of preventing the construction of the Chalt fort, an immediate move was to be made across the frontier, and all opposition broken down.

18. It was possible that Raja Safdar Ali Khan might, if he heard of the small body of troops being sent up to Gilgit, precipitate events by a hostile movement before they could arrive. We therefore instructed the officer who was acting for Colonel Durand at Gilgit to secure the Chaichar Pari, the most difficult defile on the road between Gilgit and Chalt. There was, of course, some risk that any such movement on the part of Lieutenant Manners-Smith might bring on the trouble which it was intended to avert, but we were clearly within our rights in securing the safety of Chalt, and in the circumstances of the case this risk had to be faced.

19. Colonel Durand left Simla before the issue of the instructions which are detailed in the 16th paragraph above, and, in consequence of the difficulty of communication with Gilgit, he did not get his orders until it was too late to carry out operations at the time intended. Other circumstances contributed to delay him. The contractor employed by the Kashmir Darbar for the carriage of grain to Gilgit failed to fulfil his undertaking. Not a tenth part of the grain required for the winter supply of the garrison had reached Gilgit by the end of October. Work on the Chalt road could not therefore be begun until after the middle of November, as it was dangerous to begin the road work until the commissariat arrangements were complete, and the troops able to move. In the meantime Colonel Durand learned that the Hunza and Nagar people were again threatening Chalt. He has reported that he did everything possible to prevent hostilities, but he must have known on an early date in November that there was but little chance of avoiding them.

20. The instructions given to Colonel Durand contemplated, it will be observed, the possibility of either of two contingencies; the Hunza and Nagar Chiefs might refuse to let roads be made in their States, or they might collect their forces with a view to prevent the construction of the Chalt fort. The latter anticipation was realized. Our information is not yet as complete as we could wish, but it appears that the Hunza forces had assembled at Mayun, and the Nagar people at Nilt, by the 16th November, before work had been begun upon the Gilgit-Chalt road; and, even earlier than this, Colonel Durand had certain information, from a captured spy, that an attack upon the Chaichar Pari and Chalt was intended. Soon afterwards Colonel Durand had received the supplies necessary to allow of an advance, and on the 18th

of November the construction of the road to Chalt was begun. Colonel Durand hoped to finish the road by the 27th November, to be at Chalt on that day, and to send from there an ultimatum to the gatherings at Nilt and Mayun. In case of an unsatisfactory reply he proposed to cross the Hunza river on the 1st December, and break up those gatherings, advancing by the south bank to Nilt, where he expected to be opposed by the combined forces of both States.

21. On the 29th November Colonel Durand sent his ultimatum as proposed, and the behaviour of the Hunza and Nagar Chiefs left no doubt as to their intentions. Colonel Durand's messenger was insulted and threatened and deprived of his horse; and a defiant and abusive reply was sent by Safdar Alí Khan. Accordingly, on the morning of the 2nd December the advance began.

22. The number of fighting men whom Hunza and Nagar can assemble is not known with any accuracy, but it may perhaps be estimated at four or five thousand. They have some reputation among the neighbouring tribes in consequence of the attitude which they have been able to maintain until now; but their main strength lies in the extreme difficulty of their country, which has never been subdued. Except in winter, when the river is low and can be crossed, military operations in the Hunza valley would be almost impossible. On both sides of the river, the route lies in great part along the foot or face of precipitous cliffs, which offer almost impregnable positions to a body of tribesmen acting on the defensive. To force such a road in face of an enemy greatly superior in numbers, and thoroughly prepared for resistance, was an undertaking of a very serious nature.

23. The force at Colonel Durand's disposal in the beginning of December consisted of a little over 2,000 men, but of these only a portion could be spared for operations beyond Chalt. After providing for the security of the Gilgit Agency and of the line of communication with Kashmir, Colonel Durand was unable to take forward more than about nine hundred men, of whom about two hundred were British Indian troops and the remainder troops of the Kashmir State. With this force were two mountain guns and a Gatling.

24. The force advanced on the morning of the 2nd December, and arrived about one o'clock within sight of the enemy's position at Nilt. It was one of great strength. The tribesmen held a large fort, the walls of which were 14 feet high and 8 feet thick, with towers at the angles and in the centre of the faces, affording good flanking fire. Round the fort was a deep ditch full of abattis, and an outer wall 8 feet high, surrounded for a breadth of 50 yards by a tangle of tree trunks. The fort was backed by a ravine and precipice, and a covered way led into the ravine. At this point the mountains press closely on the river bed, and an outlying spur covers the fort in such a manner that no appreciable fire either from guns or rifles can be brought to bear on it from a much greater distance than 200 yards. The gates were so placed as not to be visible from the side upon which our force had to advance. The defending force was completely under cover, firing from loopholes in the wall—not over the parapet. Behind the fort on the precipitous hill side, were some sangars, or walls of piled stones.

25. This formidable work was taken in little more than half an hour. Seeing that the mountain guns could make no impression upon the walls, Colonel Durand determined to storm the fort after blowing in a gate. The storming party consisted of a detachment of the 5th Gurkhas under Lieutenants Boisragon and Badcock. Captain Aylmer of the Engineers accompanied them with a small party of sappers. Notwithstanding a very heavy fire, the enemy having in their possession some Snider, Winchester, and Berdan rifles, the detachment succeeded in breaking through the outer wall and reaching the fort gate. This was blown in with gun cotton, and after very severe fighting the fort was carried, the enemy losing heavily. On our side three officers, Colonel Durand, Captain Aylmer, and Lieutenant Badcock, were severely wounded. Six men were killed, and one native officer and 17 non-commissioned officers and men wounded.

26. For some time after this the force remained at Nilt, the enemy having occupied a strong line of sangars on the face of a precipitous hill, a position from which it was not found easy to dislodge them. Eventually, on the 20th December, Captain Colin Mackenzie of the Seaforth Highlanders, Aide-de-Camp to His Excellency the

Commander-in-Chief, who was temporarily in command of the force, succeeded in piercing the enemy's line, and taking their sangars. On this occasion a party of 50 men of the Kashmir Body-guard regiment, accompanied by Lieutenant Manners-Smith, supported by a similar party of the same regiment accompanied by Lieutenant Taylor, scaled the precipice, and being supported by a heavy fire from the rest of the force succeeded in carrying the sangars. The enemy then fled panic-stricken, with a loss of 70 dead, and many wounded, and 180 prisoners. Our loss was trifling.

27. After this no further stand was made. Pushing on so rapidly that he afforded the enemy no time to organize further resistance, Captain Mackenzie occupied Nagar on the 21st December and Hunza on the 22nd. The Raja of Nagar made full submission, while his son Uzr Khan and Safdar Ali Khan of Hunza fled into the mountains.

28. It is now reported that the people of both States are showing the greatest readiness to fall in with the altered condition of affairs. They have been told that they will be subjected to no oppression or unnecessary interference, but that slave dealing, man-stealing, and brigandage must cease. They seem content and cheerful, and declare that they were forced to fight against their wishes. Uzr Khan and Safdar Ali have not yet been captured, but they are being closely pursued. Their last act was to set fire to as many villages as possible, consuming the winter food supplies of their own people. It may be hoped that the capture or disappearance of these ruffians will be the end of our difficulties with Hunza and Nagar. We will report hereafter the measures taken for the future control of these States.

29. We would add in conclusion, that we believe the successful termination of this small campaign will have an extremely good effect on the neighbouring Chiefships. Hunza and Nagar had defied the Kashmir Darbar for many years, and regarded themselves as beyond the reach of punishment. In three weeks from the outbreak of hostilities their power has been completely broken, and their capitals occupied, by a force consisting of less than a thousand men. The result is in accordance with Colonel Durand's calculations. He anticipated resistance, and the possibility of severe fighting at Nilt, but declined to take from India more than the 200 Gurkhas for whom he had asked, and expressed himself confident that one or two fights would be sufficient to bring the affair to an end. We consider that much credit is due to the small force under his command, and we would particularly desire to point out that the bulk of that force was composed of Kashmir State troops of the Imperial Service Corps. Thus on the first occasion since the inauguration of the Imperial Service scheme, upon which the troops of a Native State have been called upon to take the field, they have shown themselves capable of gaining a very notable success. This satisfactory result is due in large measure to the cordial co-operation of the Kashmir Darbar. His Highness the Maharaja and his Commander-in-Chief, Raja Ram Singh, have taken the greatest interest in the re-organization of the Kashmir forces, and the latter not long ago visited Gilgit and did much to strengthen Colonel Durand's hands; while in the month of November, during the Viceroy's visit to Kashmir, Raja Amar Singh, then President of the Council, was unsparing in his efforts to push up supplies for the force. It gives us much pleasure to be able to invite the attention of Her Majesty's Government to the loyal energy shown by the Maharaja and his brothers in this matter.

30. Detailed information regarding the military aspect of these operations will be submitted hereafter on receipt of reports from the officers concerned.

We have, &c.,
(Signed) LANSDOWNE.
P. P. HUTCHINS.
D. BARBOUR.
A. E. MILLER.
H. BRACKENBURY.
R. C. B. PEMBERTON.

No. 19.

FROM THE SECRETARY OF STATE FOR INDIA TO THE GOVERNOR GENERAL OF INDIA IN COUNCIL.

India Office,
12th February 1892.

MY LORD MARQUIS,

I HAVE duly considered the Letter of your Excellency's Government of the 6th January 1892, reporting on the operations in Hunza-Nagar, and the circumstances out of which the present situation has arisen.

2. I have already, in my telegrams of 28th and 30th December, conveyed to you Her Majesty's warm appreciation of the conduct of the officers and men engaged in the military operations, and my own congratulations on the successful issue.

3. I notice with satisfaction the testimony borne by you to the cordial co-operation of the Kashmir Darbar and to the loyal energy shown by the Maharajah and his brothers in this matter.

4. I await your promised report on the measures to be taken for the future control of Hunza and Nagar before recording any further observations on your proceedings.

I have, &c.,
(Signed) CROSS.

EAST INDIA (LOANS RAISED IN ENGLAND).

RETURN of all LOANS raised in *England* under the Provisions of any Acts of Parliament, chargeable on the REVENUES of *India*, outstanding at the Commencement of the Half-year ended on the 31st March 1893, with the Rates of Interest and Total Amount payable thereon, and the Date of the Termination of each Loan, the Debt incurred during the Half-year, the Moneys raised thereby during the Half-year, the Loans paid off or discharged during the Half-year, and the Loans outstanding at the Close of the Half-year, stating, so far as the Public Convenience will allow, the Purpose or Service for which Moneys have been raised during the Half-year.

India Office,
6 April 1893.

ARTHUR GODLEY,
Under Secretary of State for India.

(*Presented pursuant to Act* 42 *&* 43 *Vict. ch.* 60.)

Ordered, by The House of Commons, *to be Printed,*
10 *April* 1893.

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167.

RETURN of all LOANS raised in *England* under the Provisions of any Acts Half-year ended on the 31st March 1893, with the Rates of Interest and Total the Half-year, the Moneys raised thereby during the Half-year, the Loans paid so far as the Public Convenience will allow, the Purpose or Service for which

DESCRIPTION OF LOAN.	RATE OF INTEREST.	Total Amount of Interest payable thereon during the Half-year ended 31 March 1893.	
LOANS BEARING INTEREST.		£.	
India 3½ per Cent. Stock	3½ per cent.	1,122,406	1
India 3 per Cent. Stock	3 „	521,326	2
India Debentures	3¼ „	32,500	3
Ditto	3¼ „	26,228	4
East Indian Railway Debenture Stock	4½ „	32,302	5
Eastern Bengal Railway Debenture Stock	4 „	6,973	6
Oude and Rohilkund Railway Debenture Stock	4 „	7,694	7
Oude and Rohilkund Railway Debentures	3½ „	12,757	8
South Indian Railway Debenture Stock	4½ „	9,562	9
South Indian Railway Debentures	3½ „	9,103	10
Ditto - ditto	3¼ „	5,098	11
	£.	1,785,949	
LOANS NOT BEARING INTEREST.			
India 5 per Cent. Stock	-	-	12
India 4 per Cent. Stock	-	-	13
East India Bonds	-	-	14
East Indian Railway Debenture	-	-	15

INDIA DEBT created and issued under Sections 4 & 5 of the Act 51 Vict. c. 5, and the manner in which the Money raised thereby has been applied :—

India Debt created to 31st March 1893 - - - - - - - - £. 7,471,483. 15. 9.

	£.	s.	d.	£.	s.	d.
Sum received in respect thereof to 31st March 1893				7,365,508	9	10
Sums advanced to Railway Companies :—						
Bengal Central Railway Company	500,000	–	–			
Bengal-Nagpur Railway Company	2,700,000	–	–			
Indian Midland Railway Company	1,345,000	–	–			
Southern Mahratta Railway Company	2,129,900	–	–			
South Indian Railway Company	630,480	6	11			
				7,305,380	6	11
Balance unappropriated on 31st March 1893 - - - £.				60,128	2	11

† Stock purchased and cancelled in respect of the "Discount Sinking Fund," by the application of 5,451 *l.* 13 *s.* 2 *d.* towards the redemption of debt incurred in excess of money raised.

India Office,
1 April 1893.

of Parliament, chargeable on the REVENUES of *India*, outstanding at the Commencement of the Amount payable thereon, and the Date of the Termination of each Loan, the Debt incurred during off or discharged during the Half-year, and the Loans outstanding at the Close of the Half-year, stating, Moneys have been raised during the Half-year.

	DATE OF TERMINATION OF LOAN.	Amount of Debt outstanding on 1 October 1892.	Amount of Debt incurred during the Half-year ended 31 March 1893.	Moneys raised during the Half-year ended 31 March 1893.	Amount of Debt paid off or discharged during the Half-year ended 31 March 1893.	Amount of Debt outstanding on 31 March 1893.
		£.	£.	£.	£.	£.
1	Not redeemable until 5th January 1931, but on or after that day, upon one year's previous notice having been given by the Secretary of State for India in Council	64,152,515	-	-	44,748 * 5,080 †	64,102,687
2	Not redeemable until 5th October 1948, but on or after that day, upon one year's previous notice having been given by the Secretary of State for India in Council	34,755,079	-	-	-	34,755,079
3	16th August 1896	2,000,000	-	-	-	2,000,000
4	16th August 1898	1,614,000	-	-	-	1,614,000
5	- - - - - - - - - - - -	1,435,650	-	-	-	1,435,650
6	- - - - - - - - - - - -	348,666	-	-	-	348,666
7	At any time after 6th May 1898, upon six months' notice being given by the Secretary of State for India in Council	384,700	-	-	-	384,700
8	303,000 *l.* - - - - 16th August 1893 426,000 *l.* - - - - 1st October - 1893	729,000	-	-	-	729,000
9	- - - - - - - - - - - -	425,000	-	-	-	425,000
10	1st July 1893	520,200	-	-	-	520,200
11	1st July 1896	313,700	-	-	-	313,700
	TOTAL DEBT in ENGLAND bearing Interest	106,678,510	-	-	49,828	106,628,682
12	5th July 1880	9,968	-	-	400	9,568
13	10th October 1888	25,156	-	-	656	24,500
14	On presentation of the Bonds	20,917	-	-	-	20,917
15	On presentation of the Debenture	100	-	-	-	100
	TOTAL DEBT in ENGLAND not bearing Interest	56,141	-	-	1,056	55,085
	TOTAL DEBT in ENGLAND - - - £.	106,734,651	-	-	50,884	106,683,767

SINKING FUNDS created pursuant to Section 51 of Act 42 & 43 Vict. c. 206, and Section 2 (*a*) of Act 44 & 45 Vict. c. 53, and the application thereof.

	India Debt issued in redemption of					TOTAL.
	£. 328,462. 1. 2. East Indian Railway Annuity.	£. 64,350. East Indian Railway 4½ per Cent. Debenture Stock.	£. 22,311. 10. 6. Eastern Bengal Railway Annuity.	£. 62,642. Eastern Bengal Railway 4 per Cent. Debenture Stock.	£. 200,467. 10. 5. Scinde, Punjaub, and Delhi Railway Annuity.	
India Debt created and issued under Acts 42 & 43 Vict. c. 43, 44 & 45 Vict. c. 53, and 48 & 49 Vict. c. 25, in redemption of liabilities charged on the Revenues of India :	£. s. d.	£. s. d.	£. s. d.	£. s. d.	£. s. d.	£. s. d.
India 4 per Cent. Stock	5,115,938 15 -	- - -	- - -	- - -	- - -	5,115,938 15 -
India 4 per Cent. Rupee Debt, *Rs.* 1,06,750, at 2 *s.* the rupee	10,675 - -	- - -	- - -	- - -	- - -	10,675 - -
India 3½ per Cent. Stock	2,235,168 11 8	43,168 - -	541,054 7 4	67,005 7 1	4,911,621 6 1	7,803,017 12 2
India 3 per Cent. Stock	215,242 15 2	32,597 6 -	- - -	708 - -	- - -	248,548 1 2
India Debt created and issued	7,577,025 1 10	80,765 6 -	541,054 7 4	67,713 7 1	4,911,621 6 1	13,178,179 8 4
India Debt purchased and cancelled to 30th September 1892 : India 4 and 3½ per Cent. Stocks	504,282 17 -	2,103 9 4	22,375 19 11	1,602 18 9	189,933 19 6	720,299 4 6
* India Debt purchased and cancelled during the Half-year ended 31st March 1893 :						
India 3½ per Cent. Stock purchased with 35,314 *l.* 3 *s.* 10 *d.*, being the difference between the sums retained by the Secretary of State during the half-year, in respect of the Liabilities redeemed by him, and the interest on the Stock originally created for the redemption thereof	18,049 15 9	108 3 2	1,513 8 6	64 8 8	13,095 5 4	44,748 - 2
India 3½ per Cent. Stock purchased with 12,828 *l.* 15 *s.* 7 *d.*, being Interest on the amounts standing to the credit of the Funds	8,377 14 4	35 4 2	377 10 -	26 8 3	3,100 7 -	
India Debt purchased and cancelled	530,710 7 1	2,246 16 8	24,266 18 5	1,693 10 8	206,129 11 10	765,047 4 8
Balance of India Debt issued as above, outstanding on 31st March 1893 :						
India 3½ per Cent. Stock (*a*) - £.12,153,909 2 6 India 3 per Cent. Stock - - 248,548 1 2 India 4 per Cent. Rupee Debt - 10,675 - - £.	7,046,314 14 9	78,518 9 4	516,787 8 11	66,019 16 5	4,705,491 14 3	12,413,132 3 8

(*a*) India 3½ per Cent. Stock having been substituted for the balance of India 4 per Cent. Stock.

THOS. W. KEITH,
Accountant General.

EAST INDIA (LOANS RAISED IN ENGLAND).

RETURN of all Loans raised in *England* under the Provisions of any Acts of Parliament, chargeable on the Revenues of *India*, outstanding at the Commencement of the Half-year ended on the 31st March 1893, with the Rates of Interest and Total Amount payable thereon, and the Date of the Termination of each Loan, the Debt incurred during the Half-year, the Moneys raised thereby during the Half-year, the Loans paid off or discharged during the Half-year, and the Loans outstanding at the Close of the Half-year, stating, so far as the Public Convenience will allow, the Purpose or Service for which Moneys have been raised during the Half-year.

(*Presented pursuant to Act 42 & 43 Vict. ch. 60.*)

Ordered, by The House of Commons, *to be Printed,*
10 *April* 1893.

[*Price* ½ *d.*]

167. *Under* 1 *oz.*

EAST INDIA (LOANS RAISED IN ENGLAND).

RETURN of all LOANS raised in *England* under the Provisions of any Acts of Parliament, chargeable on the REVENUES of *India*, outstanding at the Commencement of the Half-year ended on the 30th September 1891, with the Rates of Interest and Total Amount payable thereon, and the Date of the Termination of each Loan, the Debt incurred during the Half-year, the Moneys raised thereby during the Half-year, the Loans paid off or discharged during the Half-year, and the Loans outstanding at the Close of the Half-year, stating, so far as the Public Convenience will allow, the Purpose or Service for which Moneys have been raised during the Half-year.

India Office,
9 February 1892.

GEORGE N. CURZON,
Under Secretary of State for India.

(*Presented pursuant to Act* 42 *&* 43 *Vict. ch.* 60.)

ROYAL ASIA

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Ordered, by The House of Commons, *to be Printed,*
11 *February* 1892.

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RETURN of all LOANS raised in *England* under the Provisions of any Acts Half-year ended on the 30th September 1891, with the Rates of Interest and Total the Half-year, the Moneys raised thereby during the Half-year, the Loans paid so far as the Public Convenience will allow, the Purpose or Service for which

DESCRIPTION OF LOAN.	RATE OF INTEREST.	Total Amount of Interest payable thereon during the Half-year ended 30 Sept. 1891.	
LOANS BEARING INTEREST.		£.	
India 3½ per Cent. Stock	3½ per cent.	1,124,963	1
India 3 per Cent. Stock	3 „	432,826	2
India Debentures	3½ „	52,500	3
Ditto	3½ „	32,500	4
Ditto	3½ „	- -	5
East Indian Railway Debenture Stock	4½ „	32,302	6
Eastern Bengal Railway Debenture Stock	4 „	6,973	7
Oude and Rohilkund Railway Debenture Stock	4 „	7,694	8
Oude and Rohilkund Railway Debentures	3½ „	44,686	9
South Indian Railway Debenture Stock	4½ „	9,562	10
South Indian Railway Debentures	3½ „	13,235	11
Ditto - ditto	3½ „	5,098	12
	£.	1,762,339	
LOANS NOT BEARING INTEREST.			
India 4 per Cent. Stock	-	- -	13
East India Bonds	-	- -	14
India 5 per Cent. Stock	-	- -	15
East Indian Railway Debenture	-	- -	16

INDIA DEBT created and issued under Sections 4 & 5 of the Act 51 Vict. c. 5, and the manner in which the Money raised thereby has been applied :—

	£. s. d.	£. s. d.	£. s. d.
India Debt created to 31st March 1891	5,174,489 1 9		
India Debt created during the Half-year ended 30th September 1891 (part of 2,600,000 *l.*)	1,002,605 16 11		
£.	6,177,094 18 8		
Sum received in respect thereof to 31st March 1891		5,187,201 18 6	
Sum received in respect thereof during the Half-year ended 30th September 1891		943,422 - 8	
			6,130,623 19 2
Sums advanced to Railway Companies :—			
Bengal Central Railway Company		500,000 - -	
Bengal-Nagpur Railway Company		2,400,000 - -	
Indian Midland Railway Company		1,130,000 - -	
Southern Mahratta Railway Company		1,068,000 - -	
South Indian Railway Company		630,480 6 11	
			5,728,480 6 11
Balance unappropriated on 30th September 1891		£.	402,143 12 3

* Of this sum, 1,386,000 *l.* was required for the discharge of India Debentures, 86,100 *l.* for the discharge of South Indian Railway Debentures, 31,000 *l.* for the discharge of Oude and Rohilkund Railway Debentures, and 943,422 *l.* for advances to Railway Companies.

‡ Stock purchased and cancelled in respect of the "Discount Sinking Fund," by the application of 5,191 *l.* 19 *s.* 5 *d.* towards the redemption of debt incurred in excess of money raised.

§ Amount of India 3½ per Cent. Debentures renewed at 3¼ per Cent.

India Office,
1 October 1891.

of Parliament, chargeable on the REVENUES of *India*, outstanding at the Commencement of the Amount payable thereon, and the Date of the Termination of each Loan, the Debt incurred during off or discharged during the Half-year, and the Loans outstanding at the Close of the Half-year, stating, Moneys have been raised during the Half-year.

	DATE OF TERMINATION OF LOAN.	Amount of Debt outstanding on 1 April 1891.	Amount of Debt incurred during the Half-year ended 30 Sept. 1891.	Moneys raised during the Half-year ended 30 Sept. 1891.	Amount of Debt paid off or discharged during the Half-year ended 30 Sept. 1891.	Amount of Debt outstanding on 30 Sept. 1891.
		£.	£.	£.	£.	£.
1	Not redeemable until 5th January 1931, but on or after that day, upon one year's previous notice having been given by the Secretary of State for India in Council	64,298,126	- -	- -	43,137 † 4,868 ‡	64,250,121
2	Not redeemable until 5th October 1948, but on or after that day, upon one year's previous notice having been given by the Secretary of State for India in Council	28,855,079	2,600,000	*2,446,522**	- -	31,455,079
3	16th August 1891	3,000,000	- -	- -	1,614,000 § 1,386,000	—
4	16th August 1896	2,000,000	- -	- -	- -	2,000,000
5	16th August 1898	- -	1,614,000 §	- -	- -	1,614,000
6	- - - - - - - - - -	1,435,650	- -	- -	- -	1,435,650
7	- - - - - - - - - -	348,666	- -	- -	- -	348,666
8	At any time after 6th May 1898, upon six months' notice being given by the Secretary of State for India in Council	384,700	- -	- -	- -	384,700
9	31,000 *l.* - - - - 16th August 1891 1,000,000 *l.* - - - - 1st April - 1892 155,000 *l.* - - - - 16th May - 1892 615,300 *l.* - - - - 4th June - 1892 303,000 *l.* - - - - 16th August 1893 426,000 *l.* - - - - 1st October - 1893	2,530,300	- -	- -	31,000	2,499,300
10	- - - - - - - - - -	425,000	- -	- -	- -	425,000
11	86,100 *l.* - - - - 1st July - - 1891 150,000 *l.* - - - - 1st July - - 1892 520,200 *l.* - - - - 1st July - - 1893	756,300	- -	- -	86,100	670,200
12	1st July 1896	313,700	- -	- -	- -	313,700
	TOTAL DEBT in ENGLAND bearing Interest -	104,347,521	4,214,000	- -	3,165,105	105,396,416
13	10th October 1888	29,702	- -	- -	1,824	27,878
14	On presentation of the Bonds	20,917	- -	- -	- -	20,917
15	5th July 1880	9,968	- -	- -	- -	9,968
16	On presentation of the Debenture	100	- -	- -	- -	100
	TOTAL DEBT in ENGLAND not bearing Interest	60,687	- -	- -	1,824	58,863
	TOTAL DEBT in ENGLAND - - - £.	104,408,208	4,214,000	- -	3,166,929	105,455,279

SINKING FUNDS created pursuant to Section 51 of Act 42 & 43 Vict. c. 206, and Section 2 (*a*) of Act 44 & 45 Vict. c. 53, and the application thereof.

	India Debt issued in redemption of					TOTAL.
	£. 328,462. 1. 2. East Indian Railway Annuity.	£. 64,350. East Indian Railway 4½ per Cent. Debenture Stock.	£. 22,311. 10. 6. Eastern Bengal Railway Annuity.	£. 62,642. Eastern Bengal Railway 4 per Cent. Debenture Stock.	£. 200,467. 10. 5. Scinde, Punjaub, and Delhi Railway Annuity.	
India Debt created and issued under Acts 42 & 43 Vict. c. 43; 44 & 45 Vict. c. 53, and 48 & 49 Vict. c. 25, in redemption of liabilities charged on the Revenues of India:	£. s. d.	£. s. d.	£. s. d.	£. s. d.	£. s. d.	£. s. d.
India 4 per Cent. Stock	5,115,938 15 -	- - -	- - -	- - -	- - -	5,115,938 15 -
India 4 per Cent. Rupee Debt, *Rs.* 1,06,750, at 2 *s.* the rupee	10,675 - -	- - -	- - -	- - -	- - -	10,675 - -
India 3½ per Cent. Stock	2,235,168 11 8	48,168 - -	541,054 7 4	67,005 7 1	4,911,621 6 1	7,803,017 12 2
India 3 per Cent. Stock	215,242 15 2	32,597 6 -	- - -	708 - -	- - -	248,548 1 2
India Debt created and issued	7,577,025 1 10	80,765 6 -	541,054 7 4	67,713 7 1	4,911,621 6 1	13,178,179 8 4
India Debt purchased and cancelled to 31st March 1891: India 4 and 3½ per Cent. Stocks	427,291 - -	1,685 19 7	16,871 6 4	1,336 11 10	142,291 17 10	589,476 15 7
† India Debt purchased and cancelled during the Half-year ended 30th September 1891: India 3½ per Cent. Stock purchased with 35,314 *l.* 3 *s.* 10 *d.*, being the difference between the sums retained by the Secretary of State during the half-year, in respect of the Liabilities redeemed by him, and the interest on the Stock originally created for the redemption thereof	18,130 16 4	108 12 11	1,520 4 4	65 18 1	13,394 2 10	
India 3½ per Cent. Stock purchased with 10,531 *l.* 0 *s.* 3 *d.*, being Interest on the amounts standing to the credit of the Funds	7,220 7 3	28 15 10	291 15 -	22 2 4	2,354 8 10	43,137 3 9
India Debt purchased and cancelled	452,642 3 7	1,823 8 4	18,683 5 8	1,424 12 3	158,040 9 6	632,613 19 4
Balance of India Debt issued as above, outstanding on 30th September 1891: India 3½ per Cent. Stock (*a*) £.12,286,342 7 10; India 3 per Cent. Stock 248,548 1 2; India 4 per Cent. Rupee Debt 10,675 - - = £.	7,124,382 18 3	78,941 17 8	522,371 1 8	66,288 14 10	4,753,580 16 7	12,545,565 9 -

(*a*) India 3½ per Cent. Stock having been substituted for the balance of India 4 per Cent. Stock.

THOS. W. KEITH,
Accountant General.

EAST INDIA (LOANS RAISED IN ENGLAND).

RETURN of all Loans raised in *England* under the Provisions of any Acts of Parliament, chargeable on the Revenues of *India*, outstanding at the Commencement of the Half-year ended on the 30th September 1891, with the Rates of Interest and Total Amount payable thereon, and the Date of the Termination of each Loan, the Debt incurred during the Half-year, the Moneys raised thereby during the Half-year, the Loans paid off or discharged during the Half-year, and the Loans outstanding at the Close of the Half-year, stating, so far as the Public Convenience will allow, the Purpose or Service for which Moneys have been raised during the Half-year.

(Presented pursuant to Act 42 & 43 Vict. ch. 60.)

Ordered, by The House of Commons, *to be Printed,*
11 *February* 1892.

[*Price* ½ *d.*]

14. *Under* 1 *oz.*

H.— 3. 3. 92.

EAST INDIA (LOANS RAISED IN INDIA).

RETURN of all LOANS raised in *India*, chargeable on the REVENUES of *India*, outstanding at the Commencement of the Half-year ended on the 30th September 1891, with the Rates of Interest and Total Amount payable thereon, and the Date of the Termination of each Loan, the Debt incurred during the Half-year, the Moneys raised thereby during the Half-year, the Loans paid off or discharged during the Half-year, and the Loans outstanding at the Close of the Half-year, stating, so far as the Public Convenience will allow, the Purpose or Service for which Moneys have been raised during the Half-year.

India Office,
9 February 1892.

GEORGE N. CURZON,
Under Secretary of State for India.

(Presented pursuant to Act 42 & 43 Vict. ch. 60.)

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RETURN of all LOANS raised in *India*, chargeable on the REVENUES of *India*, outstanding at the Commencement of the Half-year ended on the 30th September 1891, with the Rates of Interest and Total Amount payable thereon, and the Date of the Termination of each Loan, the Debt incurred during the Half-year, the Moneys raised thereby during the Half-year, the Loans paid off or discharged during the Half-year, and the Loans outstanding at the Close of the Half-year, stating, so far as the Public Convenience will allow, the Purpose or Service for which Moneys have been raised during the Half-year.

DESCRIPTION OF LOAN.	RATE OF INTEREST.	One Half-year's Interest on the Amount of Debt outstanding on 1 April 1891.	DATE OF TERMINATION OF LOAN.	Amount of Debt outstanding on 1 April 1891.	Amount of Debt incurred during the Half-year ended 30 September 1891.	Moneys raised during the Half-year ended 30 September 1891.	Transferred from other Loans.	TOTAL.	Amount of Debt paid off or discharged during the Half-year ended 30 September 1891.	Transferred to other Loans.	Amount of Debt outstanding on 30 September 1891.
LOANS BEARING INTEREST.		Rx.		Rx.	Rx.	Rx.	Rx.	Rx.	Rx.	Rx.	Rx.
Railway Loan from Maharajah Holkar (raised 1870–77)	4½ per cent.	22,500	After 10½ years - - -	1,000,000	- -	- -	- -	1,000,000	- -	- -	1,000,000
Loan of 1878 - - - - - - - -	4½ „	17,805	At 3 months' notice from or after 15 June 1893.	791,330	- -	- -	- -	791,330	- -	17,470	773,860
Transfer Loan of 1879, 4½ per Cent. portion - -	4½ „	263,629	- ditto - - ditto - -	11,716,847	- -	- -	11,780	11,728,627	- -	364,690	11,363,937
			TOTAL of 4½ per Cent. Loans - - -	Rx. 13,508,177	- -	- -	11,780	13,519,957	- -	382,160	13,137,797
Transfer Loan of 1879, 7 *s.* sterling per Cent. portion	Equivalent in rupees of 7*s.* per *Rx.* 100.	390	At 3 months' notice from or after 15 June 1893.	22,300	- -	- -	- -	22,300	- -	- -	22,300
Loan of 1832–33 - - - - - - -	4 per cent.	14,621		* 731,029	- -	- -	- -	731,029	134	9,210	721,685
Loan of 1835–36 - - - - - - -	4 „	36,776		1,838,790	- -	- -	- -	1,838,790	- -	35,550	1,803,240
Loan of 1842–43 - - - - - - -	4 „	517,447	At 3 months' notice - - -	25,872,370	- -	- -	540,830	26,413,200	- -	147,960	26,265,240
Loan of 1854–55 - - - - - - -	4 „	271,541		13,577,040	- -	- -	630,980	14,208,020	- -	505,230	13,702,790
Transfer Loan of 1 May 1865 - - - -	4 „	701,470		35,073,481	- -	- -	628,220	35,701,701	43,670	486,620	35,171,411
Reduced Loan of 16 January 1879 - - -	4 „	137,340		6,867,010	- -	- -	- -	6,867,010	- -	239,950	6,627,060
Promissory Notes for Mysore Family - - -	4 „	1,052	No date specified - - -	52,576	- -	- -	- -	52,576	- -	440	52,136
Railway Loan from Maharajah Scindia - - -	4 „	30,000	Perpetual - - - -	1,500,000	- -	- -	- -	1,500,000	- -	- -	1,500,000
East Indian Railway Commuted Stock - - -	4 „	116	At 3 months' notice - - -	5,800	- -	- -	- -	5,800	- -	- -	5,800
Gwalior Loan of 1887 - - - - - -	4 „	70,000	By annual instalments of 12 lakhs after the Maharajah is invested with full powers of administration.	3,500,000	- -	- -	- -	3,500,000	- -	- -	3,500,000
			TOTAL of 4 per Cent. Loans - - -	Rx. 89,018,096	- -	- -	1,800,030	90,818,126	43,804	1,424,960	89,349,362

Loan of 1853-54	3½	„	913	At 3 months' notice	52,180	- -	- -	- -	52,180	- -	- -	52,180
Debenture Loan for Cawnpur and Furruckabad Railway.	4	„	38	At 3 months' notice	1,890	- -	- -	- -	1,890	- -	770	1,120
Debenture Loan for Muttra and Hathras Railway	4	„	34	At 1 year's notice from or after 31 March 1904.	1,720	- -	- -	- -	1,720	- -	10	1,710
Debenture Loan for Cawnpur and Achneyra Railway	4	„	129	At 3 months' notice from or after 31 December 1904.	6,470	- -	- -	780	7,250	- -	1,090	6,160
Debenture Loan for Cawnpur-Achneyra Section of the Rajputana Malwa Railway.	4	„	1,519	- ditto - - ditto	75,950	- -	- -	1,090	77,040	- -	- -	77,040
				TOTAL of Railway Debenture Loans Rx.	86,030	- -	- -	1,870	87,900	- -	1,870	86,030
Stock Notes	4	„	77	20 years from date of issue	3,859	- -	- -	- -	3,859	71	2,050	1,738
		Rx.	2,087,397	TOTAL DEBT IN INDIA bearing Interest Rx.	102,690,642	- -	- -	1,813,680	104,504,322	43,875	1,811,040	102,649,407
LOANS NOT BEARING INTEREST.												
4 per Cent. Transfer Loan of 22 April 1854	-	-	- -	Ordered to be paid off	1,422	- -	- -	- -	1,422	- -	- -	1,422
5½ per Cent. Loan of 1859-60	-	-	- -		3,130	- -	- -	- -	3,130	- -	- -	3,130
5 per Cent. Loan of 1856-57	-	-	- -		5,910	- -	- -	- -	5,910	- -	- -	5,910
5 per Cent. Loan of 1825-26	-	-	- -		4,939	- -	- -	- -	4,939	- -	- -	4,939
5 per Cent. Loan of 1841-42	-	-	- -		2,240	- -	- -	- -	2,240	- -	- -	2,240
5 per Cent. Loan of 1854-55 for Public Works	-	-	- -		4,320	- -	- -	- -	4,320	- -	- -	4,320
Treasury Bills at 2¼ pie per *Rs.* 100 per diem	-	-	- -		630	- -	- -	- -	630	- -	- -	630
Reduced 4 per Cent. Loan of 4 July 1881	-	-	- -		150	- -	- -	- -	150	- -	- -	150
4 per Cent. Loan of 1824-25	-	-	- -		3,392	- -	- -	- -	3,392	- -	- -	3,392
4 per Cent. Loan of 1828-29	-	-	- -		672	- -	- -	- -	672	107	- -	565
4½ per Cent. Transfer Loan of 1870	-	-	- -		23,110	- -	- -	- -	23,110	1,750	2,640	18,720
4½ per Cent. Debenture Loan for Nagpur and Raipur Railway.	-	-	- -		3,775	- -	- -	- -	3,775	3,550	- -	225
4 per Cent. Debenture Loan for Ghazipur and Dildarnagur Railway.	-	-	- -		2,330	- -	- -	- -	2,330	250	- -	2,080
				TOTAL DEBT IN INDIA not bearing Interest Rx.	56,020	- -	- -	- -	56,020	5,657	2,640	47,723
				TOTAL DEBT IN INDIA - Rx.	102,746,662	- -	- -	1,813,680	104,560,342	49,532	1,813,680	102,697,130

* This sum exceeds the closing balance shown in the Return for the last half-year by Rx. 107, owing to corrections since made.

Comptroller General's Office, Calcutta,
6 January 1892.

Stephen Jacob,
Comptroller General.

EAST INDIA (LOANS RAISED IN INDIA).

RETURN of all Loans raised in *India*, chargeable on the Revenues of *India*, outstanding at the Commencement of the Half-year ended on the 30th September 1891, with the Rates of Interest and Total Amount payable thereon, and the Date of the Termination of each Loan, the Debt incurred during the Half-year, the Moneys raised thereby during the Half-year, the Loans paid off or discharged during the Half-year, and the Loans outstanding at the Close of the Half-year, stating, so far as the Public Convenience will allow, the Purpose or Service for which Moneys have been raised during the Half-year.

(*Presented pursuant to Act* 42 & 43 *Vict. ch.* 60.)

Ordered, by The House of Commons, *to be Printed*, 11 *February* 1892.

[*Price* ½ *d.*]

15. *Under* 1 *oz.*

H.—3. 3. 92.

EAST INDIA (OPIUM LICENCES) (UPPER BURMAH).

RETURN to Two Addresses of the Honourable The House of Commons, dated 23 April 1891;—*for*,

"RETURN of LICENCES for the Sale of INTOXICATING LIQUORS issued in *Upper Burmah* since the 1st day of January 1888, showing the Number of such Licences Issued; the Times at which, the Districts for which, and the Periods for which they have been Issued; the Prices paid for them respectively; and the Conditions or Regulations subject to which they have been Issued (in continuation of Parliamentary Paper, presented 3rd August 1888, and entitled 'East India (Upper Burmah, Licences)')."

"RETURN of LICENCES for the Sale of OPIUM issued in *Upper Burmah* since the 1st day of January 1888, showing the Number of such Licences Issued; the Times at which, the Districts for which, and the Periods for which they have been Issued; the Prices paid for them respectively; and the Conditions or Regulations subject to which they have been Issued (in continuation of Parliamentary Paper, presented 3rd August 1888, and entitled 'East India (Upper Burmah, Licences)')."

India Office,
9 February 1892.

GEORGE N. CURZON,
Under Secretary of State.

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(*Mr. Bryce.*)

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Ordered, by The House of Commons, *to be Printed*
12 *February* 1892

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RETURNS of LICENCES for the Sale of OPIUM and for the Sale of INTOXICATING LIQUORS issued in *Upper Burmah* since the 1st day of January 1888, showing the Number of such Licences Issued; the Times at which, the Districts for which, and the Periods for which they have been Issued; the Prices paid for them respectively; and the Conditions or Regulations subject to which they have been Issued (in continuation of Parliamentary Papers, presented 3rd August 1888, and entitled "East India (Upper Burmah, Licences)."

The Secretary of State for India to His Excellency the Most Honourable the Governor General of India in Council.

(Revenue, No. 45.)

My Lord Marquis, India Office, London, 14 May 1891.

I FORWARD copies of two Resolutions* of the House of Commons, asking for returns of opium and liquor licenses in Upper Burmah, with specified details, and also copies of two Parliamentary Papers† of 1888, of which the desired returns will be in continuation.

2. I request that two returns, giving the required information, may be sent to me as soon as possible. It is desirable that they should reach me in time for presentation during the present Session. To the returns can be appended such explanatory remarks regarding the policy pursued and the results thereof, as your Excellency's Government, or the Chief Commissioner, may deem expedient to submit.

I have, &c.
(signed) *Cross.*

1. Dated 23rd April 1891.
2. Ditto.

† No. 319 of 2nd August 1888.
No. 320, ditto

ENCLOSURES.

House of Commons.

Thursday, 23rd April 1891.

Resolved,—That an humble Address be presented to Her Majesty, that She will be graciously pleased to give directions that there be laid before this House a Return of Licenses for the Sale of Opium issued in Upper Burmah since the 1st day of January 1888, showing the Number of such Licenses Issued; the Times at which, the Districts for which, and the Periods for which they have been Issued; the Prices paid for them respectively; and the Conditions or Regulations subject to which they have been Issued (in continuation of Parliamentary Paper, presented 3rd August 1888, and entitled "East India (Upper Burmah, Licenses)").

Ordered,—That the said Address be presented to Her Majesty by such Members of this House as are of Her Majesty's Most Honourable Privy Council.

Thursday, 23rd April 1891.

Resolved,—That an humble Address be presented to Her Majesty, that She will be graciously pleased to give directions that there be laid before this House a Return of Licenses for the Sale of Intoxicating Liquors issued in Upper Burmah since the 1st day of January 1888, showing the Number of such Licenses Issued; the Times at which, the Districts for which, and the Periods for which they have been Issued; the Prices paid for them respectively; and the Conditions or Regulations subject to which they have been issued (in continuation of Parliamentary Paper, presented 3rd August 1888, and entitled "East India (Upper Burmah, Licenses)").

Ordered,—That the said Address be presented to Her Majesty by such Members of this House as are of Her Majesty's Most Honourable Privy Council.

No. 265 of 1891.

(Separate Revenue.—Excise.)

Government of India, Finance and Commerce Department, to the Right Honourable Viscount *Cross*, G.C.B., Her Majesty's Secretary of State for India.

My Lord, 23 September 1891.

With reference to your Lordship's Despatch No. 45 (Revenue), dated the 14th May 1891, we have the honour to submit returns of opium and liquor licenses issued in Upper Burmah from 1888-89 to 1891-92, together with copy of the Chief Commissioner's forwarding letter. We enclose specimen forms of each of the licenses referred to in Column 10 of the returns, and a separate abstract of the liquor and opium licenses in the form required by Parliamentary Paper 319, dated the 2nd August 1888. The Supplementary Return referred to in paragraph 6 of the letter, showing the locality where each license is held and the population of the town or district supplied by the shop, will be forwarded when received from the Chief Commissioner.

2. We regret that the returns were not ready in time for submission to Parliament during the past Session. The delay was unavoidable, as the Chief Commissioner of Burma had to be asked for the returns and some time was required for their preparation.

We have, &c.
(signed) *Lansdowne.*
F. S. Roberts.
P. P. Hutchins.
D. Barbour.
A. E. Miller.
H. Brackenbury.
R. C. B Pemberton.

Enclosure No. 1.

Burma.—Revenue Department.—No. 140 36E.

From *C. G. Bayne*, Esq., C.S, Secretary to the Chief Commissioner, to the Secretary to the Government of India, Department of Finance and Commerce; dated Rangoon, the 11th August 1891.

Sir,

I am directed to return the Papers forwarded with your letter No. 2438, dated the 9th June 1891, and to submit the returns of opium and excise licenses called for therein.

2. I am to submit the following remarks on these returns. As regards the opium returns the Chief Commissioner has little to say. It will be seen

that there has been a considerable decrease in 1891–92 as compared with 1890–91 in the prices paid for licenses to sell opium by retail. It is believed that the falling off is due to the restrictions placed upon smuggling and illicit sales. The decrease was largest in Mandalay, where as the Chinese combined to run down the bids for the shops, the Financial Commissioner has refused to sell the licenses for a time or until adequate offers are made. This measure has, the Chief Commissioner is informed, caused considerable hardship to the Chinese community of Mandalay, and Sir Alexander Mackenzie proposes to inquire into the matter on his visit to that place. The Chief Commissioner has already expressed his general views on the subject of the opium traffic in this office letter No. 1–10E., dated the 2nd February 1891,* and he has nothing to add to the remarks submitted in that letter. He would make the possession of opium by, and sale of opium to, Burmans both in Upper and Lower Burma illegal.

3. I am to remark as follows on the excise returns. The principles under which the traffic in intoxicating liquors is regulated in Upper Burma are set forth in the correspondence ending with your letter No. 3362, dated the 22nd June 1888. These principles are the prohibition of the sale of liquor other than tari to Burmans, the restriction of the manufacture and sale of liquor to the head-quarters of subdivisions and townships, and the licensing of the vend of tari only in townships in which a real demand has given rise to a traffic which it is necessary to regulate. Since 1888 the liquor traffic has with certain modifications been regulated in accordance with these principles. In 1889 rules, of which a copy is enclosed, were laid down for the purpose of giving the people an opportunity of expressing their opinion on proposals to open new liquor shops. Liquor shops are only established when there is a demand from Shans, Natives of India, and other non-Burman races. But it is, of course, impossible absolutely to prevent the Burmese from getting liquor. Some of them do, no doubt, procure supplies through Indian go-betweens. But there is no reason to believe that drinking habits are spreading in the country generally.

4. The most important modification introduced into the Upper Burma excise system since 1888 has consisted in the action taken to restrict the out-still system.† In 1888–89 and 1889–90 licenses were issued for the manufacture and sale of country spirits in the principal towns of Upper Burma. In 1890–91 it was determined to abolish the outstill system as far as possible. Accordingly in 1890-91 and 1891–92 licenses to manufacture and sell country spirits were issued in a few localities only, where for special reasons it was considered necessary that facilities should be afforded of obtaining spirits otherwise than from a central distillery. Licenses were granted in 1890–91 and 1891–92 for the establishment of central distilleries at Mandalay and Pakôkku.

† *See* the Chief Commissioner's Resolution on the Excise Report for 1889–90.

5. Another change made in the excise system introduced in 1888 has been in connection with tari. Prior to 1890 no restriction was placed on the manufacture or sale of tari. In 1890 a Deputy Commissioner recommended that some restriction should be placed on the production of fermented tari, on the ground that its extreme cheapness encouraged drunkenness. District Officers were consulted on the subject and it was ultimately decided to modify the rules in such a manner as to bring all tari within the provisions of the law regarding tari in places within a radius of five miles from a licensed tari shop. The action taken was reported in this office letter No. 961-13 E., dated the 30th December 1890.

6. Column 7 of the statement of excise licenses now submitted, "Area covered by each License," has been left blank. The licensees are not in fact allowed to sell anywhere save at the licensed shop, but that shop frequently supplies the wants of a very large area. It would have been desirable to show the name of each town or village where a shop is licensed, but unfortunately only a few of the district returns gave this information, and it has been thought best to leave the column for the present blank. The Financial Commissioner

* This letter is included in the Command Paper No. [6562] of 1892.

Commissioner has been directed to furnish a Supplementry Return showing where each license is held; the population, Burman and non-Burman, of that particular town or village; the population, Burman and non-Burman, of the whole district, and where a shop (or distillery) supplies more than one district, to give the total Burman and non Burman population of the whole tract supplied, with explanatory details.

7. In Column 10 of the statement, "Conditions of License," have been entered the numbers of the forms in which the licenses are granted. I am to enclose copy of the local option rules circulated by the Financial Commissioner, together with specimens of the license forms.

I have, &c.
(signed) *C. G. Bayne*,
Secretary.

Enclosure 1 in No. 1.

Financial Commissioner's Circular No. 47 of 1889.

From *C. A. Soppit*, Esq., Secretary to the Financial Commissioner, Burma, to all Commissioners and Deputy Commissioners in Burma,—No. 593–45 E., dated the 28th August 1889.

I AM directed to forward for information and guidance copies of rules drawn up by the Financial Commissioner and sanctioned by the Chief Commissioner for ascertaining local opinion before new shops for the sale of opium or spirituous liquor are opened, and to request that these rules may be followed in future whenever it is proposed to open a new shop for the sale of opium or spirituous liquor.

RULES for ascertaining Local Opinion before New Shops for the Sale of Opium or Spirituous Liquor are opened.

(1.) Whenever it is proposed to open a new retail shop for the sale of opium or spirituous liquor within the limits of any Municipality, the Municipal Committee must be informed of the proposal and of the exact locality, and must be invited to express their views regarding the proposal.

(2.) If the Municipal Committee approve of the opening of the new shop and offer no objection to the locality selected, the shop may be opened. If the Municipal Committee object to the opening of a new shop or to the locality selected for it, the Deputy Commissioner shall, if he agrees with the Committee, refrain from opening the shop or move it to some other locality approved by the Committee; and if he disagrees with the Committee, he shall refer the matter to the Commissioner for orders.

(3.) Whenever it is proposed to open a new retail shop for the sale of opium or spirituous liquor in any non-municipal town or village, the Deputy Commissioner shall publish a notice in such town or village, stating that it is the intention of Government to open such a shop, and calling upon any person who objects to its being opened to state his objection in writing within fifteen days from the date of the publication of the notice.

(4.) If any objection is made to the opening of the new shop, the Deputy Commissioner shall, if he considers the objection reasonable, refrain from opening the shop; and, if he considers the objection groundless, he shall refer the case to the Commissioner for orders.

(5.) Any orders passed by the Commissioner under Rule 2 or Rule 4 shall be final.

F. W. R. Fryer,
Financial Commissioner, Burma.

LIQUOR.

RETURN of LICENSES for the Sale of INTOXICATING LIQUORS issued in *Upper Burma* since the 1st day of January 1888, showing the Number of such Licenses Issued, the Times at which, the Districts for which, and the Periods for which they have been Issued; the Prices paid for them respectively; and the Conditions or Regulations subject to which they have been Issued (in continuation of Parliamentary Paper, presented 3rd August 1888, and entitled "East India (Upper Burma, Licenses").

Year. 1.	District. 2.	Licenses Issued in Serial Number. 3.	Date of Issue of each License. 4.	For what Purpose? Sale, Manufacture, or both Sale and Manufacture, and of what kind or kinds of Liquor. 5.	For what Period each License Issued. 6.	Area covered by each License. 7.	Price Paid for each License. 8.	How was Price fixed? By Auction, Sale, or by Tender, or at fixed Fee. 9.	Conditions of License. 10.	Estimated Number of Chinese, Shans, Non-Burman Buddhists, Non-Burmans who are not Buddhists. 11.
							Rs. a.			
1888–89	Mandalay - - -	1	26th March 1888	Manufacture and sale of country spirits to be drunk on the premises or removed.	One year - -	- -	1,06,033 –	Auction -	Form XII B.	There are about 22,000 non-Burman residents in the places where shops are open.
,,	Ditto - - -	2	21st March 1888	Retail vend of tari to be drunk on the premises -	- ditto - -	- -	15,200 –	- ditto - -	Form XV.	
,,	Ditto - - -	3	5th April 1888	Wholesale vend of malt liquor manufactured in a brewery.	- ditto - -	- -	64 –	Fixed fee -	Form II.	
,,	Ditto - - -	4	3rd April 1888	Retail vend of non-Asiatic liquor at the bar of an hotel.	- ditto - -	- -	200 –	- ditto -	Form X.	
,,	Ditto - - -	5	25th July 1888	- - dttto - - ditto - - - - -	Nine months -	- -	200 –	- ditto -	- ditto.	
,,	Ditto - - -	6	22nd March 1888	Retail vend of foreign spirits and foreign fermented liquor not to be drunk on the premises.	One year - -	- -	10,220 –	Auction -	Form VI.	
,,	Ditto - - -	7	23rd March 1889	- - ditto - - ditto - - - - -	- ditto - -	- -	9,500 –	- ditto - -	- ditto.	
,,	Ditto - - -	8	- - ditto -	- - ditto - - ditto - - - - -	- ditto - -	- -	9,300 –	- ditto - -	- ditto.	
,,	Ditto - - -	9	- - ditto -	- - ditto - - ditto - - - - -	- ditto - -	- -	5,318 –	- ditto - -	- ditto.	
,,	Ditto - - -	10	- - ditto -	- - ditto - - ditto - - - - -	- ditto - -	- -	5,017 –	- ditto - -	- ditto.	
,,	Ditto - - -	11	- - ditto -	- - ditto - - ditto - - - - -	- ditto - -	- -	8,500 –	- ditto - -	- ditto.	
,,	Ditto - - -	12	- - ditto -	Wholesale vend of foreign spirits and foreign fermented liquor.	- ditto - -	- -	870 –	- ditto - -	Form IV.	
,,	Ditto - - -	13	- - ditto -	- - ditto - - ditto - - - - -	- ditto - -	- -	660 –	- ditto - -	- ditto.	
,,	Ditto - - -	14	- - ditto -	- - ditto - - ditto - - - - -	- ditto - -	- -	570 –	- ditto - -	- ditto.	
,,	Ditto - - -	15	24th March 1889	- - ditto - - ditto - - - - -	- ditto - -	- -	750 –	- ditto - -	- ditto.	
,,	Ditto - - -	16	23rd March 1889	- - ditto - - ditto - - - - -	- ditto - -	- -	800 –	- ditto - -	- ditto.	
,,	Ditto - - -	17	24th March 1889	- - ditto - - ditto - - - - -	- ditto - -	- -	730 -	- ditto - -	- ditto.	
,,	Ditto - - -	18	23rd March 1889	- - ditto - - ditto - - - - -	- ditto - -	- -	770 –	- ditto - -	- ditto.	
,,	Ditto - - -	19	24th March 1889	- - ditto - - ditto - - - - -	- ditto - -	- -	810 –	- ditto - -	- ditto.	
1889–90	Ditto - - -	1	3rd March 1889	- - ditto - - ditto - - - - -	- ditto - -	- -	100 –	Fixed fee -	- ditto.	- - ditto - - ditto.
,,	Ditto - - -	2	- - ditto -	- - ditto - - ditto - - - - -	- ditto - -	- -	100 –	- ditto -	- ditto.	
,,	Ditto - - -	3	28th March 1889	- - ditto - - ditto - - - - -	- ditto - -	- -	100 –	- ditto -	- ditto.	
,,	Ditto - - -	4	6th March 1889	- - ditto - - ditto - - - - -	- ditto - -	- -	100 –	- ditto -	- ditto.	
,,	Ditto - - -	5	19th March 1889	- - ditto - - ditto - - - - -	- ditto - -	- -	100 –	- ditto -	- ditto.	
,,	Ditto - - -	6	21st March 1889	- - ditto - - ditto - - - - -	- ditto - -	- -	100 –	- ditto -	- ditto.	
,,	Ditto - - -	7	20th March 1889	- - ditto - - ditto - - - - -	- ditto - -	- -	100 –	- ditto -	- ditto.	
,,	Ditto - - -	8	21st March 1889	- - ditto - - ditto - - - - -	- ditto - -	- -	100 –	- ditto -	- ditto.	
,,	Ditto - - -	9	20th March 1889	- - ditto - - ditto - - - - -	- ditto - -	- -	100 –	- ditto -	- ditto.	
,,	Ditto - - -	10	- - ditto -	- - ditto - - ditto - - - - -	- ditto - -	- -	100 –	- ditto -	- ditto.	
,,										

22.	„	Ditto	11	- - ditto -	- - ditto - - ditto - - - - -	- ditto - -	-	100	-	- ditto -	- ditto.			
	„	Ditto	12	- - ditto -	- - ditto - - ditto - - - - -	- ditto - -	-	100	-	- ditto -	- ditto.			
	„	Ditto	13	- - ditto -	- - ditto - - ditto - - - - -	- ditto - -	-	100	-	- ditto -	- ditto.			
	„	Ditto	14	19th March 1889	To work a brewery after the English method -	- ditto - -	-	100	-	- ditto -	Form I.			
	„	Ditto	15	18th March 1889	Wholesale vend of malt liquor manufactured in a brewery.	- ditto - -	-	50	-	- ditto -	Form II.			
	„	Ditto	16	27th March 1889	Retail vend of non-Asiatic liquor at the bar of an hotel.	- ditto - -	-	500	-	- ditto -	Form X.			
	„	Ditto	17	- - ditto -	- - ditto - - ditto - - - - -	- ditto - -	-	500	-	- ditto -	- ditto.			
	„	Ditto	18	- - ditto -	- - ditto - - ditto - - - - -	- ditto - -	-	125	-	- ditto -	- ditto.			
	„	Ditto	19	28th March 1889	Retail vend of foreign spirits and foreign fermented liquor not to be drunk on the premises.	- ditto - -	-	11,000	-	Auction -	Form VI.			
	„	Ditto	20	26th March 1889	- - ditto - - ditto - - - - -	- ditto - -	-	8,100	-	- ditto -	- ditto.			
	„	Ditto	21	27th March 1889	Retail vend of foreign spirts and foreign fermented liquor in public-houses not to be removed from the premises.	- ditto - -	-	7,800	-	- ditto -	Form VII.			
	„	Ditto	22	29th March 1889	- - ditto - - ditto - - - - -	- ditto - -	-	7,100	-	- ditto -	- ditto.			
	„	Ditto	23	28th March 1889	- - ditto - - ditto - - - - -	- ditto - -	-	6,000	-	- ditto -	- ditto.			
	„	Ditto	24	26th March 1889	Manufacture and sale of country spirits to be drunk on the premises or removed.	- ditto - -	-	80,631	-	- ditto -	Form XII B.			
	„	Ditto	25	25th March 1889	Retail vend of tari to be drunk on the premises -	- ditto - -	-	15,320	-	- ditto -	Form XV.			
A 4	1890-91	Ditto	1	8th March 1890	To work a distillery after the English method -	- ditto - -	-	50	-	Fixed fee -	Form I.	- - ditto	- - ditto.	
	„	Ditto	2	14th March 1890	To work a brewery after the English method -	- ditto - -	-	1,000	-	- ditto -	- ditto.			
	„	Ditto	3	- - ditto -	Wholesale vend of malt liquor manufactured in a brewery.	- ditto - -	-	50	-	- ditto -	Form II.			
	„	Ditto	4	20th March 1890	Wholesale vend of spirituous liquor manufactured in a distillery.	- ditto - -	-	50	-	- ditto -	- ditto.			
	„	Ditto	5	18th March 1890	Wholesale vend of foreign spirits and foreign fermented liquor.	- ditto - -	-	100	-	- ditto -	Form IV.			
	„	Ditto	6	- - ditto -	- - ditto - - ditto - - - - -	- ditto - -	-	100	-	- ditto -	- ditto.			
	„	Ditto	7	- - ditto -	- - ditto - - ditto - - - - -	- ditto - -	-	100	-	- ditto -	- ditto.			
	„	Ditto	8	- - ditto -	- - ditto - - ditto - - - - -	- ditto - -	-	100	-	- ditto -	- ditto.			
	„	Ditto	9	19th March 1890	- - ditto - - ditto - - - - -	- ditto - -	-	100	-	- ditto -	- ditto.			
	„	Ditto	10	- - ditto -	- - ditto - - ditto - - - - -	- ditto - -	-	100	-	- ditto -	- ditto.			
	„	Ditto	11	20th March 1890	- - ditto - - ditto - - - - -	- ditto - -	-	100	-	- ditto -	- ditto.			
	„	Ditto	12	25th March 1890	- - ditto - - ditto - - - - -	- ditto - -	-	100	-	- ditto -	- ditto.			
	„	Ditto	13	28th March 1890	- - ditto - - ditto - - - - -	- ditto - -	-	100	-	- ditto -	- ditto.			
	„	Ditto	14	31st March 1890	- - ditto - - ditto - - - - -	- ditto - -	-	100	-	- ditto -	- ditto.			
	„	Ditto	15	9th April 1890	- - ditto - - ditto - - - - -	- ditto - -	-	100	-	- ditto -	- ditto.			
	„	Ditto	16	11th April 1890	- - ditto - - ditto - - - - -	- ditto - -	-	100	-	- ditto -	- ditto.			
	„	Ditto	17	21st March 1890	Retail vend of foreign spirits and foreign fermented liquor not to be drunk on the premises.	- ditto - -	-	6,375	-	Auction -	Form VI.			
	„	Ditto	18	19th March 1890	- - ditto - - ditto - - - - -	- ditto - -	-	3,788	-	- ditto -	- ditto.			
		Ditto	19	21st March 1890	- - ditto - - ditto - - - - -	- ditto - -	-	4,050	-	- ditto -	- ditto.			

RETURN of Licenses for the Sale of Intoxicating Liquors issued in *Upper Burma* since the 1st day of January 1888, &c.—*continued.*

Year.	District.	Licenses Issued in Serial Number.	Date of Issue of each License.	For what Purpose? Sale, Manufacture, or both Sale and Manufacture, and of what kind or kinds of Liquor.	For what Period each License Issued.	Area covered by each License.	Price Paid for each License.	How was Price fixed? By Auction, Sale, or by Tender, or at fixed Fee.	Conditions of License.	Estimated Number of Chinese, Shans, Non-Burman Buddhists, Non-Burmans who are not Buddhists.
1.	2.	3.	4.	5.	6.	7.	8.	9.	10.	11.
							R. a.			
1890-91	Mandalay - -	20	20th March 1890	Retail vend of foreign spirits and foreign fermented liquor in public-houses not to be removed from the premises.	One year - -	- -	2,386 –	Auction -	Form VII.	
"	Ditto - - -	21	19th March 1890	- - ditto - - ditto - - - - -	- ditto - -	- -	4,150 –	- ditto - -	- ditto.	
"	Ditto - - -	22	18th March 1890	- - ditto - - ditto - - - - -	- ditto - -	- -	2,750 –	- ditto - -	- ditto.	
"	Ditto - - -	23	- - ditto -	- - ditto - - ditto - - - - -	- ditto - -	- -	3,900 –	- ditto - -	- ditto.	
"	Ditto - - -	24	24th March 1890	- - ditto - - ditto - - - - -	- ditto - -	- -	3,950 –	- ditto - -	- ditto.	
"	Ditto - - -	25	20th March 1890	- - ditto - - ditto - - - - -	ditto - -	- -	3,100 –	- ditto - -	- ditto.	
"	Ditto - - -	26	21st March 1890	Retail vend of non-Asiatic liquor in an hotel -	- ditto - -	- -	100 –	Fixed fee -	Form IX.	
"	Ditto - - -	27	- - ditto -	Retail vend of non-Asiatic liquor at the bar of an hotel.	- ditto - -	- -	500 –	- ditto - -	Form X.	
"	Ditto - - -	28	25th March 1890	Retail vend of tari to be drunk on the premises -	- ditto - -	- -	5,550 –	Auction -	Form XV.	
"	Ditto - - -	29	6th May 1890 -	- - ditto - - ditto - - - - -	- ditto - -	- -	900 –	- ditto - -	- ditto.	
"	Ditto - - -	1	30th March 1890	To work a distillery after the English method -	- ditto - -	- -	100 -	Fixed fee -	Form I. -	There are about 22,000 non-Burman residents in the places where shops are open.
1891-92	Ditto - - -	2	31st March 1890	To work a brewery after the English method -	- ditto - -	- -	100 –	- ditto - -	- ditto.	
"	Ditto - - -	3	30th March 1890	Wholesale vend of spirituous liquor manufactured in a distillery.	- ditto - -	- -	50 –	- ditto - -	Form II.	
"	Ditto - - -	4	31st March 1890	Wholesale vend of malt liquor manufactured in a brewery.	- ditto - -	- -	50 –	- ditto - -	- ditto.	
"	Ditto - - -	5	25th March 1890	Wholesale vend of foreign spirits and foreign fermented liquor.	- ditto - -	- -	100 –	- ditto - -	Form IV.	
"	Ditto - - -	6	24th March 1890	- - ditto - - ditto - - - - -	- ditto - -	- -	100 –	- ditto - -	- ditto.	
"	Ditto - - -	7	- - ditto -	- - ditto - - ditto - - - - -	- ditto - -	- -	100 –	- ditto - -	- ditto.	
"	Ditto - - -	8	- - ditto -	- - ditto - - ditto - - - - -	- ditto - -	- -	100 –	- ditto - -	- ditto.	
"	Ditto - - -	9	- - ditto -	- - ditto - - ditto - - - - -	- ditto - -	- -	100 –	- ditto - -	- ditto.	
"	Ditto - - -	10	- - ditto -	- - ditto - - ditto - - - - -	- ditto - -	- -	100 –	- ditto - -	- ditto.	
"	Ditto - - -	11	25th March 1890	- - ditto - - ditto - - - - -	- ditto - -	- -	100 –	- ditto - -	- ditto.	
"	Ditto - - -	12	- - ditto -	- - ditto - - ditto - - - - -	- ditto - -	- -	100 -	- ditto - -	- ditto.	
"	Ditto - - -	13	- - ditto -	- - ditto - - ditto - - - - -	- ditto - -	- -	100 –	- ditto - -	- ditto.	
"	Ditto - - -	14	30th March 1890	- - ditto - - ditto - - - - -	- ditto - -	- -	100 -	- ditto - -	- ditto.	
"	Ditto - - -	15	- - ditto -	- - ditto - - ditto - - - - -	- ditto - -	- -	100 –	- ditto - -	- ditto	
"	Ditto - - -	16	31st March 1890	- - ditto - - ditto - - - - -	- ditto - -	- -	1,000 –	- ditto - -	Form V.	
"	Ditto - - -	17	23rd March 1890	Retail vend of foreign spirits and foreign fermented liquor in quantities of not less than one pint bottle, not to be drunk on the premises.	- ditto - -	- -	1,000 –	- ditto - -	- ditto.	
"	Ditto - - -	18	23rd March 1891	- - ditto - - ditto - - - - -	- ditto - -	- -	1,000 –	- ditto - -	- ditto.	
"	Ditto - - -	19	25th March 1891	- - ditto - - ditto - - - - -	- ditto - -	- -	1,000 –	- ditto - -	- ditto.	
"	Ditto - - -	20	30th March 1891	- - ditto - - ditto - - - - -	- ditto - -	- -				

„	Ditto	21	25th March 1891	Retail vend of foreign spirits and foreign fermented liquor not to be drunk on the premises.	ditto	3,200 –	Auction	Form VI.		
„	Ditto	22	24th March 1891	ditto ditto	ditto	4,800 –	ditto	ditto.		
„	Ditto	23	30th March 1891	ditto ditto	ditto	6,500 –	ditto	ditto.		
„	Ditto	24	25th March 1891	Retail vend of foreign spirit and foreign fermented liquor in public-houses not to be removed from the premises.	ditto	3,900 –	ditto	Form VII.		
„	Ditto	25	24th March 1891	ditto ditto	ditto	3,450 –	ditto	ditto.		
„	Ditto	26	25th March 1891	ditto ditto	ditto	3,800 –	ditto	ditto.		
„	Ditto	27	ditto	ditto ditto	ditto	5,450 –	ditto	ditto.		
„	Ditto	28	24th March 1891	ditto ditto	ditto	4,150 –	ditto	ditto.		
„	Ditto	29	31st March 1891	ditto ditto	ditto	2,500 –	ditto	ditto.		
„	Ditto	30	ditto	ditto ditto	ditto	1,200 –	ditto	ditto.		
„	Ditto	31	30th March 1891	Retail vend of non-Asiatic spirits and fermented liquor in an hotel.	ditto	100 –	Fixed fee	Form IX.		
„	Ditto	32	ditto	ditto ditto	ditto	500 –	ditto	Form X.		
„	Ditto	33	12th June 1891	ditto ditto	ditto	400 –	ditto	ditto.		
„	Ditto	34	30th March 1891	Retail vend of malt liquors manufactured in a licensed brewery in Burma to be drunk on the premises or removed.	ditto	50 –	ditto	Form III A.		
„	Ditto	35	ditto	ditto ditto	ditto	50 –	ditto	ditto.		
„	Ditto	36	ditto	ditto ditto	ditto	50 –	ditto	ditto.		
„	Ditto	37	ditto	ditto ditto	ditto	50 –	ditto	ditto.		
„	Ditto	38	31st March 1891	Retail vend of tari to be drunk on the premises	ditto	5,600 –	Auction	Form XV.		
„	Ditto	39	ditto	ditto ditto	ditto	1,350 –	ditto	ditto.		
„	Ditto	40	ditto	ditto ditto	ditto	410 –	ditto	ditto.		
1888–89	Bhamo	1	2nd April 1888	Manufacture and sale of country spirits to be drunk on the premises or removed.	ditto	3,200 –	ditto	Form XII B.	The non-Burman population here is about 52,000. Burmans are few.	
„	Ditto	2	3rd April 1888	Wholesale vend of foreign spirits and foreign fermented liquor.	ditto	1,500 –	ditto	Form IV.		
„	Ditto	3	ditto	Manufacture and sale of country spirits to be drunk on the premises or removed.	ditto	450 –	ditto	Form XII B.		
„	Ditto	4	2nd April 1888	Retail vend of foreign spirits and liquor not to be drunk on the premises.	ditto	3,700 –	ditto	Form VI.		
1889–90	Ditto	1	4th April 1889	Retail vend of spirituous and malt liquors manufactured at distilleries or breweries in Upper Burma, to be drunk on the premises or removed.	ditto	295 –	ditto	Form III.	ditto	ditto.
„	Ditto	2	ditto	Manufacture and sale of country spirits to be drunk on the premises or removed.	ditto	4,100 –	ditto	Form XII B.		
„	Ditto	3	ditto	Retail vend of foreign spirits and foreign fermented liquor not to be removed from the premises.	ditto	600 –	Fixed fee	Form VII.		
„	Ditto	4	ditto	Manufacture and sale of country spirits to be drunk on the premises or removed.	ditto	810 –	Auction	Form XII B.		
„	Ditto	5	ditto	ditto ditto	ditto	395 –	ditto	ditto.		
„	Ditto	6	ditto	Wholesale vend of foreign spirits and foreign fermented liquer.	ditto	100 –	Fixed fee	Form IV.		

RETURN of Licenses for the Sale of Intoxicating Liquors issued in *Upper Burma* since the 1st day of January 1888, &c.—*continued*.

Year.	District.	Licenses issued in Serial Number.	Date of Issue of each License.	For what Purpose? Sale, Manufacture, or both Sale and Manufacture, and of what kind or kinds of Liquor.	For what Period each License Issued.	Area covered by each License.	Price Paid for each License.	How was Price fixed? By Auction, Sale, or by Tender, or at fixed Fee.	Conditions of License.	Estimated Number of Chinese, Shans, Non-Burman Buddhists, Non-Burmans who are not Buddhists.
1.	2.	3.	4.	5.	6.	7.	8.	9.	10.	11.
							Rs. *a.*			
1890–91	Bhamo - - -	1	20th March 1890	Manufacture and sale of country spirits to be drunk on the premises or removed.	One year - -	- -	2,500 –	Auction -	Form XII B.	The non-Burman population here is about 52,000. Burmans are few.
,,	Ditto - - -	2	9th April 1890 -	Retail vend of spirituous and malt liquors manufactured at distilleries or breweries established in Upper Burma, to be drunk on the premises or removed.	- ditto - -	- -	1,125 –	- ditto - -	Form III.	
,,	Ditto - - -	3	- - ditto -	- - ditto - - ditto - - - - -	- ditto - -	- -	6,100 –	- ditto - -	- ditto.	
,,	Ditto - - -	4	- - ditto -	Retail vend of foreign spirits and foreign fermented liquor to be drunk on the premises or removed.	- ditto - -	- -	4,050 –	- ditto - -	Form VIII.	
,,	Ditto - - -	5	- - ditto -	Wholesale vend of foreign spirits and foreign fermented liquor.	- ditto - -	- -	100 –	Fixed fee -	Form IV.	
1891–92.	Ditto - - -	1	26th March 1891	Retail vend of distillery and malt liquors manufactured at distilleries or breweries in Upper Burma, to be drunk on the premises or removed.	- ditto - -	- -	3,260 –	Auction -	Form III. -	- - ditto - - ditto.
,,	Ditto - - -	2	- - ditto -	- - ditto - - ditto - - - - -	- ditto - -	- -	720 –	- ditto - -	- ditto.	
,,	Ditto - - -	3	31st March 1891	Wholesale vend of foreign spirits and foreign fermented liquor.	- ditto - -	- -	100 –	Fixed fee -	Form IV.	
,,	Ditto - - -	4	- - ditto -	Retail vend of foreign spirits and foreign fermented liquor to be drunk on the premises or removed.	- ditto - -	- -	9,950 –	Auction -	Form VIII.	
,,	Ditto - - -	5	26th March 1891	Manufacture and sale of country spirits to be drunk on the premises or removed.	- ditto - -	- -	2,000 –	- ditto - -	Form XII B.	
,,	Ditto - - -	6	- - ditto -	- - ditto - - ditto - - - - -	- ditto - -	- -	100 –	- ditto - -	- ditto.	
,,	Ditto - - -	7	- - ditto -	- - ditto - - ditto - - - - -	- ditto - -	- -	110 –	- ditto - -	- ditto.	
,,	Ditto - - -	8	- - ditto -	- - ditto - - ditto - - - - -	- ditto - -	- -	760 –	- ditto - -	- ditto.	
,,	Ditto - - -	9	- - ditto -	Retail vend of country spirits to be drunk on the premises.	- ditto - -	- -	460 –	- ditto - -	Form XIII.	
,,	Ditto - - -	10	- - ditto -	- - ditto - - ditto - - - - -	- ditto - -	- -	160 –	- ditto - -	- ditto.	
,,	Ditto - - -	11	17th April 1891	Retail vend of malt liquors manufactured in a licensed brewery in Burma, to be drunk on the premises or removed.	- ditto - -	- -	50 –	Fixed fee -	Form III A.	
,,	Ditto - - -	12	22nd May 1891	Retail vend of non-Asiatic liquor at the bar of an hotel.	- ditto - -	- -	500 –	- ditto - -	Form X.	
1888–89	Katha - - -	1	5th May 1888 -	Retail vend of foreign spirits and foreign fermented liquor to be drunk on the premises.	Eleven months -	- -	3,780 –	Auction -	Form VII. -	The non-Burman population of the district is about 37,600.
,,	Ditto - - -	2	26th March 1888	Manufacture and sale of country spirits to be drunk on the premises or removed.	One year - -	- -	5,540 –	- ditto - -	Form XII B.	
,,	Ditto - - -	3	5th May 1888 -	- - ditto - - ditto - - - - -	Eleven months -	- -	3,200 –	- ditto - -	- ditto.	

1889–90	Ditto - - -	1	20th March 1889	Retail vend of foreign spirits and foreign fermented liquor to be drunk on the premises.	One year - - -	1,240 –	- ditto - -	Form VII. -	- - ditto - - ditto.		
„	Ditto - - -	2	- - ditto -	Wholesale vend of foreign spirits and foreign fermented liquor.	- ditto - - -	100 –	Fixed fee -	Form IV.			
„	Ditto - - -	3	20th March 1890	Manufacture and sale of country spirits to be drunk on the premises or removed.	- ditto - - -	1,000 –	Auction -	Form XII B.			
„	Ditto - - -	4	- - ditto -	- - ditto - - ditto - - - - -	- ditto - - -	1,510 –	- ditto - -	- ditto.			
„	Ditto - - -	5	- - ditto -	- - ditto - - ditto - - - - -	- ditto - - -	540 –	- ditto - -	- ditto.			
1890–91	Ditto - - -	1	15th April 1890	Retail vend of foreign spirits and foreign fermented liquor to be drunk on the premises.	Eleven months and 15 days. - -	2,500 -	- ditto - -	Form VII. -	- - ditto - - ditto.		
„	Ditto - - -	2	- - ditto -	Wholesale vend of foreign spirits and foreign fermented liquor.	- ditto - - -	100 –	Fixed fee -	Form IV.			
„	Ditto - - -	3	- - ditto -	Retail vend of spirituous liquors manufactured at distilleries in Upper Burma.	- ditto - - -	860 –	Auction -	Form III.			
„	Ditto - - -	4	- - ditto -	- - ditto - - ditto - - - - -	- ditto - - -	1,020 -	- ditto - -	- ditto.			
„	Ditto - - -	5	30th June 1890	Retail vend of foreign spirits and foreign fermented liquor not to be drunk on the premises.	Nine months - - -	650 –	- ditto - -	Form VI.			
1891–92	Ditto - - -	1	20th March 1891	Retail vend of foreign spirits and foreign fermented liquor to be drunk on the premises or removed.	One year - - -	820 –	- ditto - -	Form VIII. -	- - ditto - - ditto.		
„	Ditto - - -	2	- - ditto -	Wholesale vend of foreign spirits and foreign fermented liquor.	- ditto - - -	100 –	Fixed fee -	Form IV.			
„	Ditto - - -	3	- - ditto -	Retail vend of spirituous liquors manufactured at distilleries in Upper Burma.	- ditto - - -	1,790 –	Auction -	Form III.			
„	Ditto - - -	4	- - ditto -	- - ditto - - ditto - - - - -	- ditto - - -	1,770 –	- ditto - -	- ditto.			
„	Ditto - - -	5	- - ditto -	Retail vend of foreign spirits and foreign fermented liquor not to be drunk on the premises.	- ditto - - -	1,200 –	- ditto - -	Form VI.			
„	Ditto - - -	6	- - ditto -	Manufacture and sale of country spirits to be drunk on the premises or removed.	- ditto - - -	300 -	- ditto - -	Form XII B.			
„	Ditto - - -	7	- - ditto -	- - ditto - - ditto - - - - -	- ditto - - -	310	- ditto - -	- ditto.			
„	Ditto - - -	8	1st April 1888 -	- - ditto - - ditto - - - - -	- ditto - - -	2,400 –	- ditto - -	- ditto.			
1888–89	Ruby Mines - -	1	1st April 1889 -	Manufacture and sale of country spirits to be drunk on the premises or removed.	- ditto - - -	2,400 –	- ditto - -	- ditto -	The non-Burman population of the district is about 19,000.		
1889–90	Ditto - - -	1	- - ditto -	- - ditto - - ditto - - - - -	- ditto - - -	365 -	- ditto - -	- ditto -			
„	Ditto - - -	2	28th April 1889	Wholesale vend of foreign spirits and foreign fermented liquor.	Eleven months and two days. - -	100 –	Fixed fee -	Form IV. -			
1890–91	Ditto - - -	1	1st April 1890 -	Manufacture and sale of country spirits to be drunk on the premises or removed.	One year - - -	2,400 –	Auction -	Form XII B.			
„	Ditto - - -	2	- - ditto -	- - ditto - - ditto - - - - -	- ditto - - -	850 –	- ditto - -	- ditto -			
„	Ditto - - -	3	- - ditto -	Wholesale vend of foreign spirits and foreign fermented liquor.	- ditto - - -	100 –	Fixed fee -	Form IV. -			
„	Ditto - - -	4	9th July 1890 -	Wholesale vend of malt liquor manufactured in a brewery.	Eight months and 22 days. - -	50 -	- ditto - -	Form II. -			
„	Ditto - - -	5	- - ditto -	- - ditto - - ditto - - - - -	- ditto - - -	50 –	- ditto - -	- ditto -			
1891–92	Ditto - - -	1	1st April 1891 -	Manufacture and sale of country spirits to be drunk on the premises or removed.	One year - - -	6,360 –	Auction -	Form XII B.			
„	Ditto - - -	2	- - ditto -	- - ditto - - ditto - - - - -	- ditto - - -	2,425 –	- ditto - -	- ditto -			
„	Ditto - - -	3	- - ditto -	Retail vend of foreign spirits and foreign fermented liquor not to be drunk on the premises.	- ditto - - -	960 -	- ditto - -	Form VI. -			

RETURN of Licenses for the Sale of Intoxicating Liquors issued in *Upper Burma* since the 1st day of January 1888, &c.—*continued.*

Year	District.	Licenses issued in Serial Number.	Date of Issue of each License.	For what Purpose? Sale, Manufacture, or both Sale and Manufacture, and of what kind or kinds of Liquor.	For what Period each License Issued.	Area covered by each License.	Price Paid for each License.	How was Price fixed? By Auction, Sale, or by Tender, or at fixed Fee.	Conditions of License.	Estimated Number of Chinese, Shans, Non-Burman Buddhists, Non-Burmans who are not Buddhists.
1.	2.	3.	4.	5.	6.	7.	8.	9.	10.	11.
							Rs. a.			
1891–92	Ruby Mines - -	4	1st April 1891 -	Wholesale vend of foreign spirits and foreign fermented liquor.	One year - -	- -	100 –	Fixed fee -	Form IV. -	The non-Burman population of the district is about 19,000.
„	Ditto - - -	5	- - ditto -	- - ditto - - ditto - - - - - -	- ditto - -	- -	100 –	- ditto -	- ditto -	
„	Ditto - - -	6	- - ditto -	- - ditto - - ditto - - - - - -	- ditto - -	- -	100 –	- ditto -	- ditto -	
„	Ditto - - -	7	- - ditto -	Wholesale vend of malt liquor manufactured in a brewery.	- ditto - -	- -	100 –	- ditto -	Form II. -	
1888–89	Shwebo - - -	1	3rd April 1888 -	Retail vend of foreign spirits and foreign liquor not to be drunk on the premises.	- ditto - -	- -	2,100 –	Auction -	Form VI. -	There are between 2,000 and 3,000 non-Burman residents in places where shops are open.
„	Ditto - - -	2	- - ditto -	Manufacture and sale of country spirits to be drunk on the premises or removed.	- ditto - -	- -	5,300 –	- ditto - -	Form XII B.	
„	Ditto - - -	3	- - ditto -	Retail vend of tari to be drunk on the premises -	- ditto - -	- -	1,725 –	- ditto - -	Form XV.	
„	Ditto - - -	4	- - ditto -	Manufacture and sale of country spirits to be drunk on the premises or removed.	- ditto - -	- -	930 –	- ditto - -	Form XII B.	
„	Ditto - - -	5	- - ditto -	Retail vend of tari to be drunk on the premises -	- ditto - -	- -	275 –	- ditto - -	Form XV.	
„	Ditto - - -	6	- - ditto -	Manufacture and sale of country spirits to be drunk on the premises or removed.	- ditto - -	- -	170 –	- ditto - -	Form XII B.	
„	Ditto - - -	7	- - ditto -	Retail vend of tari to be drunk on the premises -	- ditto - -	- -	50 –	- ditto - -	Form XV.	
„	Ditto - - -	8	- - ditto -	Manufacture and sale of country spirits to be drunk on the premises or removed.	- ditto - -	- -	300 –	- ditto - -	Form XII B.	
„	Ditto - - -	9	- - ditto -	Retail vend of tari to be drunk on the premises -	- ditto - -	- -	30 –	- ditto - -	Form XV.	
„	Ditto - - -	10	- - ditto -	Manufacture and sale of country spirits to be drunk on the premises or removed.	- ditto - -	- -	310 –	- ditto - -	Form XII B.	
1889–90	Ditto - - -	1	1st April 1888 -	Wholesale vend of foreign spirits and foreign fermented liquor.	- ditto - -	- -	100 -	Fixed fee -	Form IV. -	- - ditto - - ditto.
„	Ditto - - -	2	- - ditto -	Retail vend of foreign spirits and foreign fermented liquor not to be drunk on the premises.	- ditto - -	- -	3,650 –	Auction -	Form VI.	
„	Ditto - - -	3	- - ditto -	Manufacture and sale of country spirits to be drunk on the premises or removed.	- ditto - -	- -	6,890 -	- ditto - -	Form XII B.	
„	Ditto - - -	4	- - ditto -	- - ditto - - ditto - - - - - -	- ditto - -	- -	1,720 –	- ditto - -	- ditto.	
„	Ditto - - -	5	- - ditto -	Retail vend of country spirits to be drunk on the premises.	- ditto - -	- -	320 –	- ditto - -	Form XIII.	
„	Ditto - - -	6	- - ditto -	Manufacture and sale of country spirits to be drunk on the premises or removed.	- ditto - -	- -	340 –	- ditto - -	Form XII B.	
„	Ditto - - -	7	- - ditto -	- - ditto - - ditto - - - - - -	- ditto - -	- -	700	- ditto - -	- ditto.	

	„	Ditto	8	- - ditto	Retail vend of tari to be drunk on the premises	ditto		1,890 –	- ditto - -	Form XV.				
	„	Ditto	9	- - ditto	- - ditto - - ditto	ditto		710 –	- ditto - -	- ditto.				
	„	Ditto	10	- - ditto	- - ditto - - ditto	ditto		65 –	- ditto - -	- ditto.				
	„	Ditto	11	1st April 1889	- - ditto - - ditto	ditto		135 –	- ditto - -	- ditto.				
	„	Ditto	12	- - ditto	- - ditto - - ditto	ditto		55 –	- ditto - -	- ditto.				
	„	Ditto	13	1st April 1890	- - ditto - - ditto	ditto		55 –	- ditto - -	- ditto.				
	„	Ditto	14	- - ditto	- - ditto - - ditto	ditto		200 –	- ditto - -	- ditto.				
	„	Ditto	15	- - ditto	- - ditto - - ditto	ditto		50 –	- ditto - -	- ditto.				
	„	Ditto	16	- - ditto	- - ditto - - ditto	ditto		150 –	ditto - -	- ditto.				
	„	Ditto	17	- - ditto	- - ditto - - ditto	ditto		70 –	- ditto - -	- ditto.				
	1890-91	Ditto	1	- - ditto	Retail vend of spirituous and malt liquor manufactured at distilleries in Burma, to be drunk on the premises or removed.	ditto		2,510 –	- ditto - -	Form III.	- - ditto	- - ditto.		
	„	Ditto	2	- - ditto	- - ditto - - ditto	ditto		810 –	- ditto - -	- ditto.				
	„	Ditto	3	- - ditto	- - ditto - - ditto	ditto		100 –	- ditto - -	- ditto.				
	„	Ditto	4	- - ditto	Retailed vend of foreign spirits and foreign fermented liquor not to be drunk on the premises.	ditto		4,500 –	- ditto - -	Form VI.				
	„	Ditto	5	- - ditto	Wholesale vend of foreign spirits and foreign fermented liquors.	ditto		100 –	Fixed fee -	Form IV.				
	„	Ditto	6	- - ditto	Manufacture and sale of country spirits to be drunk on the premises or removed.	ditto		1,495 –	Auction -	Form XII B.				
	„	Ditto	7	- - ditto	Retail vend of country spirits to be drunk on the premises.	ditto				Form XIII.				
	„	Ditto	8	- - ditto	- - ditto - - ditto	ditto								
	„	Ditto	9	1st April 1891	Retail vend of tari to be drunk on the premises	ditto		60 –	- ditto - -	Form XV.				
	„	Ditto	10	- - ditto	- - ditto - - ditto	ditto		50 –	- ditto - -	- ditto.				
	„	Ditto	11	- - ditto	- - ditto - - ditto	ditto		255 –	- ditto - -	- ditto.				
	„	Ditto	12	- - ditto	- - ditto - - ditto	ditto		230 –	- ditto - -	- ditto.				
	„	Ditto	13	- - ditto	- - ditto - - ditto	ditto								
	„	Ditto	14	- - ditto	- - ditto - - ditto	ditto								
	„	Ditto	15	- - ditto	- - ditto - - ditto	ditto		70 –	- ditto - -	- ditto.				
	„	Ditto	16	1st April 1890	- - ditto - - ditto	ditto								
	„	Ditto	17	- - ditto	- - ditto - - ditto	ditto								
	„	Ditto	18	- - ditto	- - ditto - - ditto	ditto		2,210 –	- ditto - -	- ditto.				
	„	Ditto	19	- - ditto	- - ditto - - ditto	ditto								
	1891-92	Ditto	1	1st April 1891	Retail vend of spirituous and malt liquor manufactured at distilleries in Burma, to be drunk on the premises or removed.	ditto		3,300 –	- ditto - -	Form III.	- - ditto	- - ditto.		
	„	Ditto	2	- - ditto	- - ditto - - ditto	ditto		835 –	- ditto - -	- ditto.				
	„	Ditto	3	- - ditto	- - ditto - - ditto	ditto		155 –	- ditto - -	- ditto.				
	„	Ditto	4	- - ditto	Retail vend of foreign spirits and fermented liquor to be drunk on the premises.	ditto		4,030 –	- ditto - -	Form VI.				
	„	Ditto	5	- - ditto	Wholesale vend of foreign spirits and foreign fermented liquor.	ditto		100 –	Fixed fee -	Form IV.				
	„	Ditto	6	- - ditto	Retail vend of non-Asiatic liquor at the bar of an hotel.	ditto		500 –	- ditto -	Form X.				
	„	Ditto	7	- - ditto	Manufacture and vend of country spirits to be drunk on the premises or removed.	ditto				Form XII B.				
	„	Ditto	8	- - ditto	Retail vend of country spirits to be drunk on the premises.	ditto		2,610 –	Auction -	Form XIII.				
	„	Ditto	9	- - ditto	- - ditto - - ditto	ditto				- ditto.				

RETURN of Licenses for the Sale of Intoxicating Liquors issued in *Upper Burma* since the 1st day of January 1888, &c.—*continued.*

Year.	District.	Licenses issued in Serial Number.	Date of Issue of each License.	For what Purpose? Sale, Manufacture, or both Sale and Manufacture, and of what kind or kinds of Liquor.	For what Period each License Issued.	Area covered by each License.	Price Paid for each License.	How was Price fixed? By Auction, Sale, or by Tender, or at fixed Fee.	Conditions of License.	Estimated Number of Chinese, Shans, Non-Burman Buddhists, Non-Burmans who are not Buddhists.
1.	2.	3.	4.	5.	6.	7.	8.	9.	10.	11.
							Rs. a.			
1891–92	Shwebo - - -	10	1st April 1891 -	Retail vend of tari to be drunk on the premises -	One year - -	- -	3,430 –	Auction -	Form XV. -	There are between 2,000 and 3,000 non-Burman residents in places where shops are open.
,,	Ditto - - -	11	- - ditto -	- - ditto - - ditto - - - - -	- ditto - -	- -	480 –	- ditto - -	- ditto.	
,,	Ditto - - -	12	- - ditto -	- - ditto - - ditto - - - - -	- ditto - -	- -	105 –	- ditto - -	- ditto.	
,,	Ditto - - -	13	- - ditto -	- - ditto - - ditto - - - - -	- ditto - -	- -	155 –	- ditto - -	- ditto.	
,,	Ditto - - -	14	- - ditto -	- - ditto - - ditto - - - - -	- ditto - -	- -	35 –	- ditto - -	- ditto.	
,,	Ditto - - -	15	- - ditto -	- - ditto - - ditto - - - - -	- ditto - -	- -	400 –	- ditto - -	- ditto.	
,,	Ditto - - -	16	- - ditto -	- - ditto - - ditto - - - - -	- ditto - -	- -	50 –	- ditto - -	- ditto.	
,,	Ditto - - -	17	- - ditto -	- - ditto - - ditto - - - - -	- ditto - -	- -	180 –	- ditto - -	- ditto.	
,,	Ditto - - -	18	- - ditto -	- - ditto - - ditto - - - - -	- ditto - -	- -	25 –	- ditto - -	- ditto.	
,,	Ditto - - -	19	- - ditto -	- - ditto - - ditto - - - - -	- ditto - -	- -	10 –	- ditto - -	- ditto.	
,,	Ditto - - -	20	- - ditto -	- - ditto - - ditto - - - - -	- ditto - -	- -	205 –	- ditto - -	- ditto.	
,,	Ditto - - -	21	1st June 1891 -	Retail vend of malt liquor manufactured in a licensed brewery in Burma, to be drunk on the premises or removed.	Year ending 31st March 1892.	- -	50 –	Fixed fee -	Form III A.	
,,	Ditto - - -				One year - -	- -	650 –	Auction -	Form XII B.	
1888–89	Ye-u - - - -	1	27th March 1888	Manufacture and sale of country spirits to be drunk on the premises or removed.	- ditto - -	- -	1,425 –	- ditto - -	Form VI. -	The number of non-Burman residents is nearly 700.
,,	Do - - - -	2	- - ditto -	Retail vend of foreign spirits and foreign fermented liquor not to be drunk on the premises.	- ditto - -	- -	450 –	- ditto - -	- ditto -	
1889–90	Do - - - -	1	1st April 1889 -	- - ditto - - ditto - - - - -	- ditto - -	- -	500 –	- ditto - -	Form XII B.	
,,	Do - - - -	2	- - ditto -	Manufacture and sale of country spirits to be drunk on the premises or removed.	- ditto - -	- -	910 –	- ditto - -	Form VI. -	
1890–91	Do - - - -	1	1st April 1890 -	Retail vend of foreign spirits and foreign fermented liquor not to be drunk on the premises.	- ditto - -	- -	2,010 –	- ditto - -	Form XII B.	
,,	Do - - - -	2	- - ditto -	Manufacture and sale of country spirits to be drunk on the premises or removed.	- ditto - -	- -	100 –	Fixed fee -	Form IV. -	
,,	Do - - - -	3	- - ditto -	Wholesale vend of foreign spirits and foreign fermented liquor.	- ditto - -	- -	100 –	- ditto - -	- ditto -	
1891–92	Do - - - -	1	25th March 1891	- - ditto - - ditto - - - - -	- ditto - -	- -	2,100 –	Auction -	Form XII B.	
,,	Do - - - -	2	- - ditto -	Manufacture and sale of country spirits to be drunk on the premises or removed.	- ditto - -	- -	1,095 –	- ditto - -	Form XV. -	
,,	Do - - - -	3	- - ditto -	Retail vend of tari to be drunk on the premises -	- ditto - -	- -	510 –	- ditto - -	Form VI.	
,,	Do - - - -	4	9th April 1891 -	Retail vend of foreign spirits and foreign fermented liquor not to be drunk on the premises.	- ditto - -	- -	Sold together with licenses Nos. 4, 5, and 6 - - -	- ditto -	Form VIII. -	There are over 1,800 non-Burman residents.
1888–89	Sagaing - - -	1	1st April 1888 -	Retail vend of foreign spirits and foreign fermented liquor to be drunk on the premises or removed.	- ditto - -	- -			Form XII B.	
,,	Ditto - - -	2	- - ditto -	Manufacture and sale of country spirits to be drunk on the premises or removed.	- ditto - -	- -			Form XV.	
,,	Ditto - - -	3	- - ditto -	Retail vend of tari to be drunk on the premises -	- ditto - -	- -				

	„	Ditto	4	- - ditto -	Retail vend of foreign spirits and foreign fermented liquor to be drunk on the premises or removed.	- ditto - -	- -	1,950 –	- ditto - -	Form VIII.			
	„	Ditto	5	- - ditto -	Manufacture and sale of country spirits to be drunk on the premises or removed.	- ditto - -	- -	1,950 –	- ditto - -	Form XII B.			
	„	Ditto	6	- - ditto -	Retail vend of tari to be drunk on the premises -	- ditto - -	- -	1,950 –	- ditto - -	Form XV.			
	„	Ditto	7	- - ditto -	Retail vend of foreign spirits and foreign fermented liquor to be drunk on the premises or removed.	- ditto - -	- -	875 –	- ditto - -	Form VIII.			
	„	Ditto	8	- - ditto -	Manufacture and sale of country spirits to be drunk on the premises or removed.	- ditto - -	- -	875 –	- ditto - -	Form XII B.			
	„	Ditto	9	- - ditto -	Retail vend of tari to be drunk on the premises -	- ditto - -	- -	875 –	- ditto - -	Form XV.	- ditto	- -	ditto.
	1889-90	Ditto	1	1st April 1889 -	Retail vend of foreign spirits and foreign fermented liquor to be drunk on the premises or removed.	- ditto - -	- -	7,100 –	- ditto - -	Form VIII.			
	„	Ditto	2	- - ditto -	Manufacture and sale of country spirits to be drunk on the premises or removed.	- ditto - -	- -	7,100 –	- ditto - -	Form XII B.			
	„	Ditto	3	- - ditto -	Retail vend of tari to be drunk on the premises -	- ditto - -	- -	7,100 –	- ditto - -	Form XV.			
	„	Ditto	4	- - ditto -	Retail vend of foreign spirits and foreign fermented liquor to be drunk on the premises or removed.	- ditto - -	- -	2,600 –	- ditto - -	Form VIII.			
	„	Ditto	5	- - ditto -	Manufacture and sale of country spirits to be drunk on the premises or removed.	- ditto - -	- -	2,600 –	- ditto - -	Form XII B.			
	„	Ditto	6	- - ditto -	Retail vend of tari to be drunk on the premises -	- ditto - -	- -	2,600 –	- ditto - -	Form XV.			
	„	Ditto	7	- - ditto -	Retail vend of foreign spirits and foreign fermented liquor to be drunk on the premises or removed.	- ditto - -	- -	3,010 –	- ditto - -	Form VIII.			
	„	Ditto	8	- - ditto -	Manufacture and sale of country spirits to be drunk on the premises or removed.	- ditto - -	- -	3,010 –	- ditto - -	Form XII B.			
	„	Ditto	9	- - ditto -	Retail vend of tari to be drunk on the premises -	- ditto - -	- -	3,010 –	- ditto - -	Form XV.			
	1890-91	Ditto	1	1st April 1890 -	Retail vend of spirituous and malt liquors manufactured at distilleries in Upper Burma, to be drunk on the premises or removed.	- ditto - -	- -	667 8	- ditto - -	Form III.	- ditto	- -	ditto.
	„	Ditto	2	- - ditto -	- - ditto - - ditto - - - - - -	- ditto - -	- -	65 –	- ditto - -	- ditto.			
	„	Ditto	3	- - ditto -	- - ditto - - ditto - - - - - -	- ditto - -	- -	300 -	- ditto - -	- ditto.			
	„	Ditto	4	- - ditto -	Wholesale vend of foreign spirits and foreign fermented liquor.	- ditto - -	- -	100 –	Fixed fee -	Form IV.			
	„	Ditto	5	- - ditto -	Retail vend of non-Asiatic liquors in quantities of not less than one pint bottle, not to be drunk on the premises.	- ditto - -	- -	500 –	- ditto - -	Form V.			
	„	Ditto	6	- - ditto -	Retail vend of foreign spirits and foreign fermented liquor to be drunk on the premises or removed.	- ditto - -	- -	2,410 –	Auction -	Form VIII.			
	„	Ditto	7	- - ditto -	- - ditto - - ditto - - - - - -	- ditto - -	- -	100 –	- ditto - -	- ditto.			
	„	Ditto	8	- - ditto -	- - ditto - - ditto - - - - - -	- ditto - -	- -	100 –	- ditto - -	- ditto.			
	„	Ditto	9	- - ditto -	- - ditto - - ditto - - - - - -	- ditto - -	- -	150 –	- ditto - -	- ditto.			
	„	Ditto	10	- - ditto -	Retail vend of tari to be drunk on the premises -	- ditto - -	- -	710 –	- ditto - -	Form XV.			
	„	Ditto	11	- - ditto -	- - ditto - - ditto - - - - - -	- ditto - -	- -	180 –	- ditto - -	- ditto.			
	„	Ditto	12	- - ditto -	- - ditto - - ditto - - - - - -	- ditto - -	- -	200 –	- ditto - -	- ditto.			
	„	Ditto	13	- - ditto -	- - ditto - - ditto - - - - - -	- ditto - -	- -	350 –	- ditto - -	- ditto.			

RETURN of Licenses for the Sale of Intoxicating Liquors issued in *Upper Burma* since the 1st day of January 1888, &c.—*continued.*

Year. 1.	District. 2.	Licenses Issued in Serial Number. 3.	Date of Issue of each License. 4.	For what Purpose? Sale, Manufacture, or both Sale and Manufacture, and of what kind or kinds of Liquor. 5.	For what Period each License Issued. 6.	Area covered by each License. 7.	Price Paid for each License. 8.	How was Price fixed? By Auction, Sale, or by Tender, or at fixed Fee. 9.	Conditions of License. 10.	Estimated Number of Chinese, Shans, Non-Burman Buddhists, Non-Burmans who are not Buddhists. 11.
							Rs. a.			
1891-92	Sagaing - - -	1	1st April 1891 -	Retail vend of spirituous and malt liquors manufactured at distilleries in Upper Burma, to be drunk on the premises or removed.	One year - -	- -	800 –	Auction -	Form III. -	There are over 1,800 non-Burman residents.
"	Ditto - - -	2	- - ditto -	- - ditto - - ditto - - - - - -	- ditto - -	- -	210 -	- ditto - -	- ditto.	
"	Ditto - - -	3	- - ditto -	Retail vend of foreign spirits and foreign fermented liquor not to be drunk on the premises.	- ditto - -	- -	1,920 –	- ditto - -	Form VI.	
"	Ditto - - -	4	- - ditto -	Retail vend of foreign spirits and foreign fermented liquors to be drunk on the premises or removed.	- ditto - -	- -	2,390 –	- ditto - -	Form VIII.	
"	Ditto - - -	5	- - ditto -	- - ditto - - ditto - - - - - -	- ditto - -	- -	260 –	- ditto - -	- ditto.	
"	Ditto - - -	6	- - ditto -	Retail vend of tari to be drunk on the premises -	- ditto - -	- -	800 –	- ditto - -	Form XV.	
"	Ditto - - -	7	- - ditto -	- - ditto - - ditto - - - - -	- ditto - -	- -	225 –	- ditto - -	- ditto.	
"	Ditto - - -	8	- - ditto -	- - ditto - - ditto - - - - -	- ditto - -	- -	370 –	- ditto - -	- ditto.	
"	Ditto - - -	9	- - ditto -	- - ditto - - ditto - - - - -	- ditto - -	- -	815 –	- ditto - -	- ditto.	
"	Ditto - - -	10	- - ditto -	Wholesale vend of foreign spirits and foreign fermented liquor.	- ditto - -	- -	100 –	Fixed fee -	Form IV.	
"	Ditto - - -	11	- - ditto -	Retail vend of malt liquors manufactured in a licensed brewery in Burma, to be drunk on the premises or removed.	- ditto - -	- -	50 –	- ditto -	Form III A.	
"	Ditto - - -	12	- - ditto -	- - ditto - - ditto - - - - - -	- ditto - -	- -	50 –	- ditto -	- ditto.	
"	Ditto - - -	13	- - ditto -	Retail vend of non-Asiatic liquor to be drunk at the bar of a railway refreshment-room.	- ditto - -	- -	500 –	- ditto -	Form X.	
1888-89	Lower Chindwin -	1	1st April 1888 -	Retail vend of foreign spirits and foreign fermented liquor to be drunk on the premises or removed.	- ditto - -	- -	6,200 –	Auction -	Form VIII. -	There are 500 or 600 non-Burman residents.
"	Ditto - - -	2	- - ditto -	Manufacture and sale of country spirits to be drunk on the premises or removed.	- ditto - -	- -	6,200 –	- ditto - -	Form XII B.	
"	Ditto - - -	3	- - ditto -	Retail vend of tari to be drunk on the premises -	- ditto - -	- -	6,200 –	- ditto - -	Form XV.	
"	Ditto - - -	4	- - ditto -	Retail vend of foreign spirits and foreign fermented liquor to be drunk on the premises or removed.	- ditto - -	- -	1,020 –	- ditto - -	Form VIII.	
"	Ditto - - -	5	- - ditto -	Manufacture and sale of country spirits to be drunk on the premises or removed.	- ditto - -	- -	1,020 –	- ditto - -	Form XII B.	
"	Ditto - - -	6	- - ditto -	Retail vend of tari to be drunk on the premises -	- ditto - -	- -	1,020 –	- ditto - -	Form XV.	
1889-90	Ditto - - -	1	1st April 1889 -	Wholesale vend of spirituous or malt liquors manufactured in a distillery or brewery established in Upper Burma.	- ditto - -	- -	50 –	Fixed fee -	Form II. -	- - ditto - - ditto.
"	Ditto - - -	2	- - ditto -	Retail sale of spirituous or malt liquors manufactured in a distillery or brewery established in Upper Burma, to be drunk on the premises or removed.	- ditto - -	- -	100 –	Auction -	Form III.	

22. e	„	Ditto	3	- - ditto -	Wholesale vend of foreign spirits and foreign fermented liquor.	ditto	100 –	Fixed fee	Form IV.			
	„	Ditto	4	- - ditto -	Retail vend of foreign spirits and foreign fermented liquor not to be drunk on the premises.	ditto	4,000 –	Auction	Form VI.			
	„	Ditto	5	- - ditto -	Manufacture and sale of country spirits to be drunk on the premises or removed.	ditto	4,750 –	ditto	Form XII B.			
	„	Ditto	6	- - ditto -	Retail vend of tari to be drunk on the premises	ditto	2,000 –	ditto	Form XV.			
	1890-91	Ditto	1	1st April 1890 -	Retail vend of distillery liquor to be drunk on the premises or removed.	ditto	660 –	ditto	Form III.	- - ditto	- - ditto.	
	„	Ditto	2	- - ditto -	Wholesale vend of foreign spirits and foreign fermented liquor.	ditto	100 –	Fixed fee	Form IV.			
	„	Ditto	3	- - ditto -	Retail vend of foreign spirits and foreign fermented liquor to be drunk on the premises or removed.	ditto	3,750 –	Auction	Form VIII.			
	„	Ditto	4	- - ditto -	Retail vend of tari to be drunk on the premises	ditto	1,680 –	ditto	Form XV.			
	1891-92	Ditto	1	1st April 1891 -	Retail vend of distillery liquor to be drunk on the premises or removed.	ditto	480 –	ditto	Form III.	- - ditto	- - ditto.	
	„	Ditto	2	- - ditto -	Retail vend of malt liquor manufactured in a brewery to be drunk on the premises or removed.	ditto	50 –	Fixed fee	Form III A.			
	„	Ditto	3	- - ditto -	Wholesale vend of foreign spirits and foreign fermented liquor.	ditto	100 –	ditto	Form VI.			
	„	Ditto	4	- - ditto -	Retail vend of foreign spirits and foreign fermented liquor to be drunk on the premises or removed.	ditto	4,020 –	Auction	Form VIII.			
C	„	Ditto	5	- - ditto -	Retail vend of tari to be drunk on the premises	ditto	3,100 –	ditto	Form XV.			
	1888-89	Upper Chindwin	1	1st April 1888 -	Retail vend of spirituous and malt liquors manufactured at distilleries or breweries established in Upper Burma, to be drunk on the premises or removed.	ditto			Form III.			
	„	Ditto	2	- - ditto -	Retail vend of foreign spirits and foreign fermented liquor to be drunk on the premises or removed.	ditto	460 –	ditto	Form VIII.			
	„	Ditto	3	- - ditto -	Manufacture and sale of country spirits to be drunk on the premises or removed.	ditto			Form XII B.	- About 15,000.		
	„	Ditto	4	- - ditto -	Retail vend of spirituous and malt liquors manufactured at distilleries or breweries established in Upper Burma, to be drunk on the premises or removed.	ditto			Form III.			
	„	Ditto	5	- - ditto -	Retail vend of foreign spirits and foreign fermented liquor to be drunk on the premises or removed.	ditto	1,000 –	ditto	Form VIII.			
	„	Ditto	6	- - ditto -	Manufacture and sale of country spirits to be drunk on the premises or removed.	ditto			Form XII B.	- ditto.		
	1889-90	Ditto	1	1st April 1889 -	Retail vend of spirituous and malt liquors manufactured at distilleries or breweries established in Upper Burma, to be drunk on the premises or removed.	ditto			Form III.			
	„	Ditto	2	- - ditto -	Retail vend of foreign spirits and foreign fermented liquor to be drunk on the premises or removed.	ditto	710 –	ditto	Form VIII.			
	„	Ditto	3	- - ditto -	Manufacture and sale of country spirits to be drunk on the premises or removed.	ditto			Form XII B.			

RETURN of Licenses for the Sale of Intoxicating Liquors issued in *Upper Burma* since the 1st day of January 1888, &c.—*continued.*

Year. 1.	District. 2.	Licenses issued in Serial Number. 3.	Date of Issue of each License. 4.	For what Purpose? Sale, Manufacture, or both Sale and Manufacture, and of what kind or kinds of Liquor. 5.	For what Period each License Issued. 6.	Area covered by each License. 7.	Price Paid for each License. 8.	How was Price fixed? By Auction, Sale, or by Tender, or at fixed Fee. 9.	Conditions of License. 10.	Estimated Number of Chinese, Shans, Non-Burman Buddhists, Non-Burmans who are not Buddhists. 11.
							Rs. a.			
1889–90	Upper Chindwin - -	4	1st April 1889 -	Retail vend of spirituous and malt liquors manufactured at distilleries or breweries established in Upper Burma, to be drunk on the premises or removed.	One year - -	- -	630 –	Auction -	Form III. Form VIII.	
„	Ditto - - -	5	- - ditto	Retail vend of foreign spirits and foreign fermented liquor to be drunk on the premises or removed.	- ditto - -	- -			Form XII B.	
„	Ditto - - -	6	- - ditto -	Manufacture and sale of country spirits to be drunk on the premises or removed.	- ditto - -	- -			Form III.	
„	Ditto - - -	7	- - ditto -	Retail vend of spirituous and malt liquors manufactured at distilleries or breweries established in Upper Burma, to be drunk on the premises or removed.	- ditto - -	- -	810 -	- ditto - -	Form VIII.	
„	Ditto - - -	8	- - ditto -	Retail vend of foreign spirits and foreign fermented liquor to be drunk on the premises or removed.	- ditto - -	- -			Form XII B.	
„	Ditto - - -	9	- - ditto -	Manufacture and sale of country spirits to be drunk on the premises or removed.	- ditto - -	- -				
„	Ditto - - -	10	- - ditto -	Retail vend of tari to be drunk on the premises -	- ditto - -	- -	460 –	- ditto - -	Form XV.	
„	Ditto - - -	11	16th Nov. 1889 -	Retail vend of foreign spirits and foreign fermented liquor not to be drunk on the premises.	Remainder of official year.	-	Rs. 42 per month.	Fixed fee -	Form VI.	
1890–91	Ditto - - -	1	1st April 1890 -	Retail vend of spirituous and malt liquors manufactured at distilleries or breweries in Upper Burma, to be drunk on the premises or removed.	One year - -	- -	2,230 -	Auction -	Form III. -	Population about 16,000, of whom only 1,000 are Burmans.
„	Ditto - - -	2	- - ditto -	Retail vend of foreign spirits and foreign fermented liquor to be drunk on the premises or removed.	- ditto - -	- -	2,230 –	- ditto - -	Form VIII.	
„	Ditto - - -	3	- - ditto -	Retail vend of spirituous and malt liquors manufactured at distilleries or breweries in Upper Burma, to be drunk on the premises or removed.	- ditto - -	- -	1,950 –	- ditto - -	Form III. Form VIII.	
„	Ditto - - -	4	- - ditto -	Retail vend of foreign spirits and foreign fermented liquor to be drunk on the premises or removed.	- ditto - -	- -				
„	Ditto - - -	5	- - ditto -	Retail vend of spirituous and malt liquors manufactured at distilleries or breweries in Upper Burma, to be drunk on the premises or removed.	- ditto - -	- -	4,010 –	- ditto - -	Form III. Form VIII.	
„	Ditto - - -	6	- - ditto -	Retail vend of foreign spirits and foreign fermented liquor to be drunk on the premises or removed.	- ditto - -	- -				
„	Ditto - - -	7	- - ditto -	Retail vend of foreign spirits and foreign fermented liquor not to be drunk on the premises.	- ditto - -	- -	500 –	Fixed fee -	Form VI.	
„	Ditto - - -	8	- - ditto -	Retail vend of tari to be drunk on the premises -	- ditto - -	- -	400 –	Auction -	Form XV.	
„	Ditto - - -	9	- - ditto -	- - ditto - - ditto - - - - -	- ditto - -	- -	250 –	- ditto - -	- ditto.	
1891–92	Ditto - - -	1	1st April 1891 -	Retail vend of foreign spirits and foreign fermented liquor to be drunk on the premises or removed.	- ditto - -	- -	550 –	- ditto - -	Form VIII. -	- - ditto - ditto.

	„	Ditto	2	- - ditto -	Retail vend of spirituous and malt liquors manufactured at distilleries or breweries in Upper Burma, to be drunk on the premises or removed.	- ditto - -	- -	300 –	- ditto - -	Form III.		
	„	Dttto	3	- - ditto -	Retail vend of malt liquors manufactured in a licensed brewery in Burma, to be drunk on the premises or removed.	- ditto - -	- -	50 –	Fixed fee -	Form III A.		
	„	Ditto	4	- - ditto -	Retail vend of foreign spirits and foreign fermented liquor to be drunk on the premises or removed.	- ditto - -	- -	700 –	Auction -	Form VIII.		
	„	Ditto	5	- - ditto -	Retail vend of spirituous and malt liquors manufactured at distilleries or breweries in Upper Burma, to be drunk on the premises or removed.	- ditto - -	- -	300 –	- ditto - -	Form III.		
	„	Ditto	6	- - ditto -	Retail vend of malt liquors manufactured in a licensed brewery in Burma, to be drunk on the premises or removed.	- ditto - -	- -	50 –	Fixed fee -	Form III A.		
	„	Ditto	7	- - ditto -	Retail vend of foreign spirits and foreign fermented liquor to be drunk on the premises or removed.	- ditto - -	- -	600 –	Auction -	Form VIII.		
	„	Ditto	8	- - ditto -	Retail vend of spirituous and malt liquors manufactured at distilleries or breweries in Upper Burma, to be drunk on the premises or removed.	- ditto - -	- -	200 –	- ditto - -	Form III.		
	„	Ditto	9	- - ditto -	Retail vend of malt liquors manufactured in a licensed brewery in Burma, to be drunk on the premises or removed.	- ditto - -	- -	50 –	Fixed fee -	Form III A.		
	„	Ditto	10	- - ditto -	Retail vend of foreign spirits and foreign fermented liquor to be drunk on the premises or removed.	- ditto - -	- -	500 –	Auction -	Form VIII.		
	„	Ditto	11	- - ditto -	Retail vend of tari to be drunk on the premises	- ditto - -	- -	100 –	- ditto - -	Form XV.		
	„	Ditto	12	- - ditto -	- - ditto - - ditto	- ditto - -	- -	75 –	- ditto - -	- ditto.		
C 2	1888-89	Myingyan	1	1st April 1888 -	Retail vend of foreign spirits and foreign fermented liquor to be drunk on the premises or removed.	- ditto - -	- -	1,500 –	Auction -	Form VIII. -	There are about 6,000 non-Burman residents.	
	„	Ditto	2	- - ditto -	- - ditto - ditto	- ditto - -	- -	3,780 –	- ditto - -	- ditto.		
	„	Ditto	3	- - ditto -	- - ditto - - ditto	- ditto - -	- -	1,800 –	- ditto - -	- ditto.		
	„	Ditto	4	- - ditto -	Manufacture and sale of country spirits to be drunk on the premises or removed.	- ditto - -	- -	10,200 –	- ditto - -	Form XII B.		
	„	Ditto	5	- - ditto -	- - ditto - - ditto	- ditto - -	- -	3,650 –	- ditto - -	- ditto.		
	„	Ditto	6	- - ditto -	- - ditto - - ditto	- ditto - -	- -	570 –	- ditto - -	- ditto.		
		Ditto	7	- - ditto -	- - ditto - - ditto	- ditto - -	- -	560 –	- ditto - -	- ditto.		
	„	Ditto	8	- - ditto -	Retail vend of tari to be drunk on the premises	- ditto - -	- -	5,000 –	- ditto - -	Form XV.		
	„	Ditto	9	- - ditto -	- - ditto - - ditto	- ditto - -	- -	105 –	- ditto - -	- ditto.		
	„	Ditto	10	- - ditto -	- - ditto - - ditto	- ditto - -	- -	50 –	- ditto - -	- ditto.		
	„	Ditto	11	- - ditto -	- - ditto - - ditto	- ditto - -	- -	50 –	- ditto - -	- ditto		
	„	Ditto	12	- - ditto -	- - ditto - - ditto	- ditto - -	- -	560 –	- ditto - -	- ditto.		
	„	Ditto	13	- - dltto -	- - ditto - - ditto	- ditto - -	- -	180 –	- ditto - -	- ditto.		
	„	Ditto	14	- - ditto -	- - ditto - - ditto	- ditto - -	- -	210 –	- ditto - -	- ditto.		
	1889-90	Ditto	1	1st April 1889 -	Wholesale vend of foreign spirits and foreign fermented liquor.	- ditto - -	- -	100 –	Fixed fee -	Form IV. -	- - ditto - - ditto.	
	„	Ditto	2	- - ditto -	- - ditto - - ditto	- ditto - -	- -	100 –	- ditto - -	- ditto.		
	„	Ditto	3	- - ditto -	Retail vend of foreign spirits and foreign fermented liquor not to be drunk on the premises,	- ditto - -	- -	2,150 –	Auction -	Form VI.		
	„	Ditto	4	- - ditto -	- - ditto - - ditto	- ditto - -	- -	1,850 –	- ditto - -	- ditto.		
	„	Ditto	5	- - ditto -	- - ditto - - ditto	- ditto - -	- -	1,750 –	- ditto - -	- ditto.		
	„	Ditto	6	- - ditto -	- - ditto - - ditto	- ditto - -	- -	1,160 –	- ditto - -	- ditto.		

RETURN of Licenses for the Sale of Intoxicating Liquors issued in *Upper Burma* since the 1st day of January 1888, &c.—*continued.*

Year.	District.	Licenses issued in Serial Number.	Date of Issue of each License.	For what Purpose? Sale, Manufacture, or both Sale and Manufacture, and of what kind or kinds of Liquor.	For what Period each License Issued.	Area covered by each License.	Price Paid for each License.	How was Price fixed? By Auction, Sale, or by Tender, or at fixed Fee.	Conditions of License.	Estimated Number of Chinese, Shans, Non-Burman Buddhists, Non-Burmans who are not Buddhists.
1.	2.	3.	4.	5.	6.	7.	8.	9.	10.	11.
							Rs. a.			
1889–90	Myingyan - - -	7	1st April 1891 -	Retail vend of non-Asiatic spirits and fermented liquors at the bar of an hotel.	One year - -	- -	500 –	Fixed fee -	Form X.	
„	Ditto - - -	8	- - ditto -	Manufacture and sale of country spirits to be drunk on the premises or removed.	- ditto - -	- -	4,100 –	Auction -	Form XII B.	
„	Ditto - - -	9	- - ditto -	- - ditto - - ditto - - - - -	- ditto - -	- -	4,000 –	- ditto - -	- ditto.	
„	Ditto - - -	10	- - ditto -	- - ditto - - ditto - - - - -	- ditto - -	- -	1,910 –	- ditto - -	- ditto.	
„	Ditto - - -	11	- - ditto -	Retail vend of tari to be drunk on the premises -	- ditto - -	- -	4,100 –	- ditto - -	Form XV.	
„	Ditto - - -	12	- - ditto -	- - ditto - - ditto - - - - -	- ditto - -	- -	4,300 –	- ditto - -	- ditto.	
„	Ditto - - -	13	- - ditto -	- - ditto - - *ditto* - - - - -	- ditto - -	- -	390 –	- ditto - -	- ditto.	
„	Ditto - - -	14	- - ditto -	- - ditto - - ditto - - - - -	- ditto - -	- -	700 –	- ditto - -	- ditto.	
„	Ditto - - -	15	- - ditto -	- - ditto - - *ditto* - - - - -	- ditto - -	- -	500 –	- ditto - -	- ditto.	
„	Ditto - - -	16	- - ditto -	- - *ditto* - - ditto - - - - -	- ditto - -	- -	370 –	- ditto - -	- ditto.	
„	Ditto - - -	17	- - ditto -	- - *ditto* - - ditto - - - - -	- ditto - -	- -	360 –	- ditto - -	- ditto.	
„	Ditto - - -	18	- - ditto -	- - ditto - - ditto - - - - -	- ditto - -	- -	220 –	- ditto - -	- ditto.	
„	Ditto - - -	19	- - ditto -	- - ditto - - ditto - - - - -	- ditto - -	- -	160 –	- ditto - -	- ditto.	
1890–91	Ditto - - -	1	1st April 1890 -	Retail vend of spirituous and malt liquor manufactured in a distillery or brewery in Upper Burma, to be drunk on the premises or removed.	- ditto - -	- -	2,050 –	- ditto - -	Form III. -	There are about 6,000 Non-Burman residents.
„	Ditto - - -	2	- - ditto -	- - ditto - - ditto - - - - -	- ditto - -	- -	1,025 –	- ditto - -	- ditto.	
„	Ditto - - -	3	- - ditto -	- - ditto - - ditto - - - - -	- ditto - -	- -	500 –	- ditto - -	- ditto.	
„	Ditto - - -	4	- - ditto -	Wholesale vend of foreign spirits and foreign fermented liquor.	- ditto - -	- -	100 –	Fixed fee -	Form IV.	
„	Ditto - - -	5	- - ditto -	- - ditto - - ditto - - - - -	- ditto - -	- -	100 –	- ditto - -	- ditto.	
„	Ditto - - -	6	- - ditto -	Retail vend of foreign spirits and foreign fermented liquor to be drunk on the premises or removed.	- ditto - -	- -	2,300 –	Auction -	Form VIII.	
„	Ditto - - -	7	- - ditto -	- - ditto - - ditto - - - - -	- ditto - -	- -	2,430 –	- ditto - -	- ditto.	
„	Ditto - - -	8	- - ditto -	- - ditto - - *ditto* - - - - -	- ditto - -	- -	1,620 –	- ditto - -	- ditto.	
„	Ditto - - -	9	- - ditto -	Retail vend of non-Asiatic liquor at a bar of an hotel.	- ditto - -	- -	500 –	Fixed fee -	Form X.	
„	Ditto - - -	10	- - ditto -	Retail vend of tari to be drunk on the premises -	- ditto - -	- -	4,550 –	Auction -	Form XV.	
„	Ditto - - -	11	- - ditto -	- - ditto - - ditto - - - - -	- ditto - -	- -	1,500 –	- ditto - -	- ditto.	
„	Ditto - - -	12	- - ditto -	- - ditto - - ditto - - - - -	- ditto - -	- -	500 –	- ditto - -	- ditto.	
„	Ditto - - -	13	- - ditto -	- - ditto - - ditto - - - - -	- ditto - -	- -	720 –	- ditto - -	- ditto.	
„	Ditto - - -	14	- - ditto -	- - ditto - - ditto - - - - -	- ditto - -	- -	200 –	- ditto - -	- ditto	
„	Ditto - - -	15	- - ditto -	- - ditto - - ditto - - - - -	- ditto - -	- -	350 –	- ditto - -	- ditto.	
„	Ditto - - -	16	- - ditto -	- - ditto - - ditto - - - - -	- ditto - -	- -	390 –	- ditto - -	- ditto.	
„	Ditto - - -	17	- - ditto -	- - ditto - - ditto - - - - -	- ditto - -	- -	330 –	- ditto - -	- ditto.	
„	Ditto - - -	18	- - ditto -	- - ditto - - ditto - - - - -	- ditto - -	- -	930 –	- ditto - -	- ditto.	

1891-92	Ditto	1	1st April 1891	Retail vend of spirituous or malt liquors manufactured in distilleries or breweries in Upper Burma, to be drunk on the premises or removed.	ditto	2,111	ditto	Form III.	ditto	ditto	
,,	Ditto	2	ditto	Wholesale vend of foreign spirits and foreign fermented liquor.	ditto	100	Fixed fee	Form IV.			
,,	Ditto	3	ditto	ditto ditto	ditto	100	ditto	ditto.			
,,	Ditto	4	ditto	Retail vend of foreign spirits and foreign fermented liquor not be drunk on the premises.	ditto	1,700	Auction	Form VI.			
,,	Ditto	5	ditto	ditto ditto	ditto	510	ditto	ditto.			
,,	Ditto	6	ditto	ditto ditto	ditto	3,210	ditto	ditto.			
,,	Ditto	7	ditto	ditto ditto	ditto	2,750	ditto	ditto.			
,,	Ditto	8	ditto	ditto ditto	ditto	850	ditto	ditto.			
,,	Ditto	9	ditto	Retail vend of non-Asiatic liquor at the bar of an hotel.	ditto	500	Fixed fee	Form X.			
,,	Ditto	10	ditto	Retail vend of tari to be drunk on the premises.	ditto	4,700	Auction	Form XV.			
,,	Ditto	11	ditto	ditto ditto	ditto	2,500	ditto	ditto.			
,,	Ditto	12	ditto	ditto ditto	ditto	660	ditto	ditto.			
,,	Ditto	13	ditto	ditto ditto	ditto	750	ditto	ditto.			
,,	Ditto	14	ditto	ditto ditto	ditto	400	ditto	ditto.			
,,	Ditto	15	ditto	ditto ditto	ditto	450	ditto	ditto.			
,,	Ditto	16	ditto	ditto ditto	ditto	410	ditto	ditto.			
,,	Ditto	17	ditto	ditto ditto	ditto	610	ditto	ditto.			
,,	Ditto	18	ditto	ditto ditto	ditto	1,160	ditto	ditto.			
1888-89	Pakôkku	1	1st April 1888	Manufacture and sale of country spirits to be drunk on the premises or removed.	ditto	7,000 for both licenses.	ditto	Form XII B.	There are over 500 non-Burman residents in Pakôkku besides military and camp-followers.		
,,	Ditto	2	ditto	ditto ditto	ditto						
,,	Ditto	3	ditto	ditto ditto	ditto	300	ditto	ditto.			
,,	Ditto	4	ditto	Retail vend of foreign spirits and foreign fermented liquor not to be drunk on the premises.	ditto	5,250	ditto	Form VI.			
,,	Ditto	5	ditto	Wholesale vend of foreign spirits and foreign fermented liquor.	ditto	100	Fixed fee	Form IV.			
,,	Ditto	6	ditto	Retail vend of tari to be drunk on the premises	ditto	650	Auction	Form XV.			
,,	Ditto	7	ditto	ditto ditto	ditto	80	ditto	ditto.			
1889-90	Ditto	1	1st April 1889	Wholesale vend of foreign spirits and foreign fermented liquor.	ditto	100	Fixed fee	Form IV.	ditto	ditto	
,,	Ditto	2	ditto	ditto ditto	ditto	100	ditto	ditto.			
,,	Ditto	3	ditto	Retail vend of foreign spirits and foreign fermented liquor not to be drunk on the premises.	ditto	5,100	Auction	Form VI.			
,,	Ditto	4	ditto	ditto ditto	ditto	2,280	ditto	ditto.			
,,	Ditto	5	ditto	ditto ditto	ditto	460	ditto	ditto.			
,,	Ditto	6	ditto	ditto ditto	ditto	250	ditto	ditto.			
,,	Ditto	7	ditto	Retail vend of non-Asiatic liquor at the bar of an hotel.	ditto	500	Fixed fee	Form X.			
,,	Ditto	8	ditto	ditto ditto	ditto	500	ditto	ditto.			
,,	Ditto	9	ditto	Manufacture and sale of country spirits to be drunk on the premises or removed.	ditto	6,700	Auction	Form XII B.			
,,	Ditto	10	ditto	ditto ditto	ditto	1,200	ditto	ditto.			

RETURN of Licenses for the Sale of Intoxicating Liquors issued in *Upper Burma* since the 1st day of January 1888, &c.—*continued.*

Year.	District.	Licenses issued in Serial Number.	Date of Issue of each License.	For what Purpose? Sale, Manufacture, or both Sale and Manufacture, and of what kind or kinds of Liquor.	For what Period each License Issued.	Area covered by each License.	Price Paid for each License.	How was Price fixed? By Auction, Sale, or by Tender, or at fixed Fee.	Conditions of License.	Estimated Number of Chinese, Shans, Non-Burman Buddhists, Non-Burmans who are not Buddhists.
1.	2.	3.	4.	5.	6.	7.	8.	9.	10.	11.
							Rs. a.			
1889-90	Pakôkku - - -	11	1st April 1889 -	Manufacture and sale of country spirits to be drunk on the premises or removed.	One year - -	- -	500 –	Auction -	Form XII B.	
"	Ditto - - -	12	- - ditto -	Retail vend of tari to be drunk on the premises -	- ditto - -	- -	1,770 –	- ditto - -	Form XV.	
"	Ditto - - -	13	- - ditto -	- - ditto - - ditto - - - - -	- ditto - -	- -	330 –	- ditto - -	- ditto.	
"	Ditto - - -	14	- - ditto -	- - ditto - - ditto - - - - -	- ditto - -	- -	40 –	- ditto - -	- ditto.	
"	Ditto - - -	15	- - ditto -	- - ditto - - ditto - - - - -	- ditto - -	- -	400 –	- ditto - -	- ditto.	
"	Ditto - - -	16	- - ditto -	- - ditto - - ditto - - - - -	- ditto - -	- -	20 –	- ditto - -	- ditto.	
"	Ditto - - -	17	- - ditto -	- - ditto - - ditto - - - - -	- ditto - -	- -	20 –	- ditto - -	- ditto.	
"	Ditto - - -	18	- - ditto -	- - ditto - - ditto - - - - -	- ditto - -	- -	20 –	- ditto - -	- ditto.	
"	Ditto - - -	19	- - ditto -	- - ditto - - ditto - - - - -	- ditto - -	- -	190 –	- ditto - -	- ditto.	
"	Ditto - - -	20	- - ditto -	- - ditto - - ditto - - - - -	- ditto - -	- -	230 –	- ditto - -	- ditto.	
1890-91	Ditto - - -	1	1st April 1890 -	To work a distillery after the English method -	Five years -	- -	Rs. 50 a year.	Fixed fee -	Form I. -	There are over 500 non-Burman residents in Pakôkku besides military and camp-followers.
"	Ditto - - -	2	- - ditto -	Wholesale vend of spirituous liquor manufactured at a distillery in Burma.	- ditto - -	- -	- ditto -	- ditto - -	Form II.	
"	Ditto - - -	3	- - ditto -	Retail vend of distillery liquor to be drunk on the premises or removed.	One year - -	- -	2,050 –	Auction -	Form III.	
"	Ditto - - -	4	- - ditto -	- - ditto - - ditto - - - - -	- ditto - -	- -	630 –	- ditto - -	- ditto.	
"	Ditto - - -	5	- - ditto -	- - ditto - - ditto - - - - -	- ditto - -	- -	520 –	- ditto - -	- ditto.	
"	Ditto - - -	6	- - ditto -	Wholesale vend of foreign spirits and foreign fermented liquor.	- ditto - -	- -	100 –	Fixed fee -	Form IV.	
"	Ditto - - -	7	- - ditto -	- - ditto - - ditto - - - - -	- ditto - -	- -	100 –	- ditto - -	- ditto.	
"	Ditto - - -	8	1st October 1890	Retail vend of foreign spirits and foreign fermented liquor in quantities of not less than one pint bottle, not to be drunk on the premises	Six months -	- -	250 –	- ditto - -	Form V.	
"	Ditto - - -	9	1st April 1890 -	Retail vend of foreign spirits and foreign fermented liquor not to be drunk on the premises.	One year - -	- -	2,500 –	Auction -	Form VI.	
"	Ditto - - -	10	- - ditto -	- - ditto - - ditto - - - - -	- ditto - -	- -	800 –	- ditto - -	- ditto.	
"	Ditto - - -	11	- - ditto -	Retail vend of foreign spirits and foreign fermented liquor to be drunk on the premises or removed.	- ditto - -	- -	5,950 –	- ditto - -	Form VIII.	
"	Ditto - - -	12	- - ditto -	- - ditto - - ditto - - - - -	- ditto - -	- -	2,600 –	- ditto - -	- ditto.	
"	Ditto - - -	13	- - ditto -	- - ditto - - ditto - - - - -	- ditto - -	- -	530 –	- ditto - -	- ditto.	
"	Ditto - - -	14	- - ditto -	Retail vend of non-Asiatic liquor at the bar of an hotel.	- ditto - -	- -	100 –	Fixed fee -	Form X.	

	„	Ditto	15	- ditto -	Retail vend of tari to be drunk on the premises -	- ditto - - -	2,580 –	Auction -	Form XV.		
	„	Ditto	16	- - ditto -	- - ditto - - ditto - - - - -	- ditto - - -	300 –	- ditto - -	- ditto.		
	„	Ditto	17	- - ditto -	- - ditto - - ditto - - - - -	- ditto - - -	15 –	- ditto - -	- ditto.		
	„	Ditto	18	- - ditto -	- - ditto - - ditto - - - -	- ditto - - -	1,060 –	- ditto - -	- ditto.		
	„	Ditto	19	- - ditto -	- - ditto - - ditto - - - -	- ditto - - -	350 –	- ditto - -	- ditto.		
	„	Ditto	20	- - ditto -	- - ditto - - ditto - - - -	- ditto - - -	420 –	- ditto - -	- ditto.		
	„	Ditto	21	- - ditto -	- - ditto - - ditto - - - -	- ditto - - -	140 –	- ditto - -	- ditto.		
	„	Ditto	22	- - ditto -	- - ditto - - ditto - - - -	- ditto - - -	510 –	- ditto - -	- ditto.		
	„	Ditto	23	- - ditto -	- - ditto - - ditto - - - -	- ditto - - -	310 –	- ditto - -	- ditto.		
	1891-92	Ditto	1	1st April 1891 -	To work a distillery after the English method -	- ditto - -	50 –	Fixed fee -	Form I. -	- - ditto - - ditto.	
	„	Ditto	2	- - ditto -	Wholesale vend of liquor manufactured at a distillery in Burma.	- ditto - - -	50 –	- ditto - -	Form II.		
	„	Ditto	3	- - ditto -	Retail vend of liquor manufactured at a distillery in Burma.	- ditto - - -	1,150 –	Auction -	Form III.		
	„	Ditto	4	- - ditto -	Wholesale vend of foreign spirits and foreign fermented liquor.	- ditto - - -	100 –	Fixed fee -	Form IV.		
	„	Ditto	5	- - ditto -	- - ditto - - ditto - - - - -	- ditto - - -	100 –	- ditto - -	- ditto.		
	„	Ditto	6	- - ditto -	- - ditto - - ditto - - - - -	- ditto - - -	100 –	- ditto - -	- ditto.		
	„	Ditto	7	- - ditto -	Retail vend of foreign spirits and foreign fermented liquor to be drunk on the premises.	- ditto - - -	4,000 –	Auction -	Form VI.		
	„	Ditto	8	- - ditto -	- - ditto - - ditto - - - - -	- ditto - - -	600 –	- ditto - -	- ditto.		
	„	Ditto	9	- - ditto -	Retail vend of foreign spirits and foreign fermented liquor to be drunk on the premises or removed.	- ditto - - -	3,810 –	- ditto - -	Form VIII.		
	„	Ditto	10	- - ditto -	- - ditto - - ditto - - - - -	- ditto - - -	2,110 –	- ditto - -	- ditto.		
	„	Ditto	11	- - ditto -	- - ditto - - ditto - - - - -	- ditto - - -	510 –	- ditto - -	- ditto.		
	„	Ditto	12	- - ditto -	Retail vend of non-Asiatic liquor in an hotel -	- ditto - - -	100 –	- ditto - -	Form IX.		
	„	Ditto	13	- - ditto -	Retail vend of tari to be drunk on the premises -	- ditto - - -	1,850 –	- ditto - -	Form XV.		
	„	Ditto	14	- - ditto -	- - ditto - - ditto - - - - -	- ditto - - -	780 –	- ditto - -	- ditto.		
	„	Ditto	15	- - ditto -	- - ditto - - ditto - - - - -	- ditto - - -	350 –	- ditto - -	- ditto.		
	„	Ditto	16	- - ditto -	- - ditto - - ditto - - - - -	- ditto - - -	20 –	- ditto - -	- ditto.		
	„	Ditto	17	- - ditto -	- - ditto - - ditto - - - - -	- ditto - - -	1,440 –	- ditto - -	- ditto.		
	„	Ditto	18	- - ditto -	- - ditto - - ditto - - - - -	- ditto - - -	130 –	- ditto - -	- ditto.		
	„	Ditto	19	- - ditto -	- - ditto - - ditto - - - - -	- ditto - - -	300 –	- ditto - -	- ditto.		
	„	Ditto	20	- - ditto -	- - ditto - - ditto - - - - -	- ditto - - -	45 –	- ditto - -	- ditto.		
	„	Ditto	21	- - ditto -	- - ditto - - ditto - - - - -	- ditto - - -	350 –	- ditto - -	- ditto.		
	„	Ditto	22	- - ditto -	- - ditto - - ditto - - - - -	- ditto - - -	340 –	- ditto - -	- ditto.		
	1888-89	Minbu	1	14th July 1888 -	Retail vend of foreign spirits and foreign fermented liquor to be drunk on the premises or removed.	Eight months and 17 days. - -	4,550 –	- ditto - -	Form VIII. -	There are about 600 non-Burman residents in places where shops are open besides military police.	
	„	Ditto	2	31st March 1888	- - ditto - - ditto - - - - -	One year - - -	700 –	- ditto - -	- ditto.		
	„	Ditto	3	- - ditto -	- - ditto - - ditto - - - - -	- ditto - - -	800 –	- ditto - -	- ditto.		
	„	Ditto	4	- - ditto -	Retail vend of spirituous and malt liquors manufactured at distilleries in Upper Burma, to be drunk on the premises or removed.	- ditto - - -	4,550 –	- ditto - -	Form III.		
	„	Ditto	5	- - ditto -	Manufacture and sale of country spirits to be drunk on the premises or removed.	- ditto - - -	10,450 –	- ditto - -	Form XII B.		

RETURN of Licenses for the Sale of Intoxicating Liquors issued in *Upper Burma* since the 1st day of January 1888, &c.—*continued*.

Year.	District.	Licenses issued in Serial Number.	Date of Issue of each License.	For what Purpose? Sale, Manufacture, or both Sale and Manufacture, and of what kind or kinds of Liquor.	For what Period each License Issued.	Area covered by each License.	Price Paid for each License.	How was Price fixed? By Auction, Sale, or by Tender, or at fixed Fee.	Conditions of License.	Estimated Number of Chinese, Shans, Non-Burman Buddhists, Non-Burmans who are not Buddhists.
1.	2.	3.	4.	5.	6.	7.	8.	9.	10.	11.
							Rs. *a.*			
1888–89	Minbu - - -	6	31st March 1888	Retail vend of tari to be drunk on the premises -	One year - -	- -	10,410 –	Auction -	Form XV.	
,,	Ditto - - -	7	- - ditto -	- - ditto - - ditto - - - - -	- ditto - -	- -	50 –	- ditto - -	- ditto.	
,,	Ditto - - -	8	- - ditto -	- - ditto - - ditto - - - - -	- ditto - -	- -	235 –	- ditto - -	- ditto.	
,,	Ditto - - -	9	- - ditto -	- - ditto - - ditto - - - - -	- ditto - -	- -	70 –	- ditto - -	- ditto.	
,,	Ditto - - -	10	- - ditto -	- - ditto - - ditto - - - - -	- ditto - -	- -	365 –	- ditto - -	- ditto.	
1889–90	Ditto - - -	1	20th March 1889	Wholesale vend of foreign spirits and foreign fermented liquor.	- ditto - -	- -	100 –	Fixed fee -	Form IV. -	The non-Burman population of the district is about 19,000.
,,	Ditto - - -	2	- - ditto -	Retail vend of foreign spirits and foreign fermented liquor not to be drunk on the premises.	- ditto - -	- -	5,850 –	Auction -	Form VI.	
,,	Ditto - - -	3	- - ditto -	- - ditto - - ditto - - - - -	- ditto - -	- -	1,000 –	- ditto - -	- ditto.	
,,	Ditto - - -	4	27th March 1889	- - ditto - - ditto - - - - -	- ditto - -	- -	340 –	- ditto - -	- ditto.	
,,	Ditto - - -	5	14th Nov. 1889	Retail vend of non-Asiatic spirits and fermented liquor in an hotel.	Remainder of the official year 1889–90.	- -	100 –	Fixed fee -	Form IX.	
,,	Ditto - - -	6	- - ditto -	Manufacture and sale of country spirits to be drunk on the premises or removed.	One year - -	- -	7,650 –	Auction -	Form XII B.	
,,	Ditto - - -	7	20th March 1889	- - ditto - - ditto - - - - -	- ditto - -	- -	2,255 –	- ditto - -	- ditto.	
,,	Ditto - - -	8	29th March 1889	- - ditto - - ditto - - - - -	- ditto - -	- -	2,110 –	- ditto - -	- ditto.	
,,	Ditto - - -	9	- - ditto -	- - ditto - - ditto - - - - -	- ditto - -	- -	2,680 –	- ditto - -	- ditto.	
,,	Ditto - - -	10	20th March 1889	Retail vend of tari to be drunk on the premises -	- ditto - -	- -	2,150 –	- ditto - -	Form XV.	
,,	Ditto - - -	11	- - ditto -	- - ditto - - ditto - - - - -	- ditto - -	- -	800 –	- ditto - -	- ditto.	
,,	Ditto - - -	12	- - ditto -	- - ditto - - ditto - - - - -	- ditto - -	- -	1,685 –	- ditto - -	- ditto.	
,,	Ditto - - -	13	- - ditto -	- - ditto - - ditto - - - - -	- ditto - -	- -	120 –	- ditto - -	- ditto.	
,,	Ditto - - -	14	27th March 1889	- - ditto - - ditto - - - - -	- ditto - -	- -	1,580 –	- ditto - -	- ditto.	
,,	Ditto - - -	15	- - ditto -	- - ditto - - ditto - - - - -	- ditto - -	- -	1,150 –	- ditto - -	- ditto.	
,,	Ditto - - -	16	- - ditto -	- - ditto - - ditto - - - - -	- ditto - -	- -	660 –	- ditto - -	- ditto.	
,,	Ditto - - -	17	- - ditto -	- - ditto - - ditto - - - - -	- ditto - -	- -	300 –	- ditto - -	- ditto.	
,,	Ditto - - -	18	- - ditto -	- - ditto - - ditto - - - - -	- ditto - -	- -	660 –	- ditto - -	- ditto.	
,,	Ditto - - -	19	- - ditto -	- - ditto - - ditto - - - - -	- ditto - -	- -	330 –	- ditto - -	- ditto.	
,,	Ditto - - -	20	- - ditto -	- - ditto - - ditto - - - - -	- ditto - -	- -	80 –	- ditto - -	- ditto.	
1890–91	Ditto - - -	1	4th April 1890 -	Wholesale vend of foreign spirits and foreign fermented liquor.	- ditto - -	- -	100 –	Fixed fee -	Form IV. - - - ditto - - ditto.	
,,	Ditto - - -	2	15th March 1890	Retail vend of non-Asiatic spirits and fermented liquor in an hotel.	- ditto - -	- -	100 –	- ditto - -	Form IX.	
,,	Ditto - - -	3	4th April 1890 -	Retail vend of foreign spirits and foreign fermented liquor not to be drunk on the premises.	- ditto - -	- -	3,550 –	Auction -	Form VI.	
,,	Ditto - - -	4	- - ditto -	- - ditto - - ditto - - - - -	- ditto - -	- -	220 –	- ditto - -	- ditto.	
,,	Ditto - - -	5	21st March 1890	- - ditto - - ditto - - - - -	- ditto - -	- -	710 –	- ditto - -	- ditto.	
,,	Ditto - - -	6	- - ditto -	- - ditto - - ditto - - - - -	- ditto - -	- -	1,500 –	- ditto - -	- ditto.	

22	"	Ditto	7	4th April 1890	Retail vend of spirituous and malt liquors manufactured at distilleries in Upper Burma.	ditto	450 –	ditto	Form III.		
	"	Ditto	8	21st March 1890	ditto ditto	ditto	2,700 –	ditto	ditto.		
	"	Ditto	9	15th March 1890	Retail vend of tari to be drunk on the premises	ditto	1,020 –	ditto	Form XV.		
	"	Ditto	10	ditto	ditto ditto	ditto	465 –	ditto	ditto.		
	"	Ditto	11	14th April 1890	ditto ditto	ditto	915 –	ditto	ditto.		
	"	Ditto	12	15th March 1890	ditto ditto	ditto	410 –	ditto	ditto.		
	"	Ditto	13	21st March 1890	ditto ditto	ditto	730 –	ditto	ditto.		
	"	Ditto	14	ditto	ditto ditto	ditto	800 –	ditto	ditto.		
	"	Ditto	15	ditto	ditto ditto	ditto	280 –	ditto	ditto.		
	"	Ditto	16	ditto	ditto ditto	ditto	200 –	ditto	ditto.		
	"	Ditto	17	18th March 1890	ditto ditto	ditto	850 –	ditto	ditto.		
	"	Ditto	18	ditto	ditto ditto	ditto	510 –	ditto	ditto.		
	"	Ditto	19	ditto	ditto ditto	ditto	75 –	ditto	ditto.		
	1891–92	Ditto	1	1st May 1891	Retail vend of malt liquors manufactured in a brewery in Upper Burma, to be drunk on the premises or removed.	ditto	50 –	Fixed fee	Form III A.	ditto	ditto.
	"	Ditto	2	18th Feb. 1891	Wholesale vend of foreign spirits and foreign fermented liquor.	ditto	100 –	ditto	Form IV.		
	"	Ditto	3	17th March 1891	Retail vend of foreign spirits and foreign fermented liquor to be drunk on the premises or removed.	ditto	2,700 –	Auction	Form VIII.		
	"	Ditto	4	ditto	ditto ditto	ditto	300 –	ditto	ditto.		
	"	Ditto	5	ditto	ditto ditto	ditto	1,100 –	ditto	ditto.		
	"	Ditto	6	22nd March 1891	ditto ditto	ditto	910 –	ditto	ditto.		
	"	Ditto	7	17th March 1891	Retail vend of tari to be drunk on the premises	ditto	1,010 –	ditto	Form XV.		
	"	Ditto	8	ditto	ditto ditto	ditto	1,500 –	ditto	ditto.		
	"	Ditto	9	ditto	ditto ditto	ditto	400 –	ditto	ditto.		
	"	Ditto	10	ditto	ditto ditto	ditto	65 –	ditto	ditto.		
	"	Ditto	11	19th March 1891	ditto ditto	ditto	521 –	ditto	ditto.		
	"	Ditto	12	ditto	ditto ditto	ditto	204 –	ditto	ditto.		
	"	Ditto	13	ditto	ditto ditto	ditto	50 –	ditto	ditto.		
	"	Ditto	14	23rd March 1891	ditto ditto	ditto	1,350 –	ditto	ditto.		
	"	Ditto	15	ditto	ditto ditto	ditto	1,500 –	ditto	ditto.		
	"	Ditto	16	ditto	ditto ditto	ditto	360 –	ditto	ditto.		
	"	Ditto	17	ditto	ditto ditto	ditto	250 –	ditto	ditto.		
D	1888–89	Magwe	1	16th March 1888	Retail vend of foreign spirits and foreign fermented liquor not to be drunk on the premises.	ditto	1,820 –	ditto	Form VI.	There are over 1,000 non-Burman residents in places with shops.	
	"	Ditto	2	September 1888	ditto ditto	Six months	1,100 –	ditto	ditto.		
	"	Ditto	3	26th March 1888	Manufacture and sale of country spirits to be drunk on the premises or removed.	One year	2,680 –	ditto	Form XII B.		
	"	Ditto	4	ditto	Retail vend of tari to be drunk on the premises	ditto	1,700 –	ditto	Form XV.		
	"	Ditto	5	ditto	ditto ditto	ditto	260 –	ditto	ditto.		
	"	Ditto	6	ditto	ditto ditto	ditto	155 –	ditto	ditto.		
	1889–90	Ditto	1	1st April 1889	Wholesale vend of foreign spirits and foreign fermented liquor.	ditto	100 –	Fixed fee	Form IV.	ditto	ditto.
	"	Ditto	2	ditto	ditto ditto	ditto	100 –	ditto	ditto.		
	"	Ditto	3	ditto	Retail vend of foreign spirits and foreign fermented liquor not to be drunk on the premises.	ditto	1,950 –	Auction	Form VI.		
	"	Ditto	4	ditto	ditto ditto	ditto	300 –	ditto	ditto.		

RETURN of Licenses for the Sale of Intoxicating Liquors issued in *Upper Burma* since the 1st day of January 1888, &c.—*continued.*

Year.	District.	Licenses issued in Serial Number.	Date of Issue of each License.	For what Purpose? Sale, Manufacture, or both Sale and Manufacture, and of what kind or kinds of Liquor.	For what Period each License Issued.	Area covered by each License.	Price Paid for each License.	How was Price fixed? By Auction, Sale, or by Tender, or at fixed Fee.	Conditions of License.	Estimated Number of Chinese, Shans, Non-Burman Bhuddists, Non-Burmans who are not Bhuddists.
1.	2.	3.	4.	5.	6.	7.	8.	9.	10.	11.
							Rs. a.			
1889–90	Magwe - - -	5	1st April 1889 -	Manufacture and sale of country spirits to be drunk on the premises or removed.	One year - -	- -	3,700 –	Auction -	Form XII B	There are over 1,000 non-Burman residents in places with shops.
„	Ditto - - -	6	- - ditto -	- - ditto - - ditto - - - - -	- ditto - -	- -	1,000 –	- ditto - -	- ditto.	
„	Ditto - - -	7	- - ditto -	- - ditto - - ditto - - - - -	- ditto - -	- -	800 –	- ditto - -	- ditto.	
„	Ditto - - -	8	- - ditto -	Retail vend of tari to be drunk on the premises -	- ditto - -	- -	4,350 –	- ditto - -	Form XV.	
„	Ditto - - -	9	- - ditto -	- - ditto - - ditto - - - - -	- dittc - -	- -	330 –	- ditto - -	- ditto.	
„	Ditto - - -	10	- - ditto -	- - ditto - - ditto - - - - -	- ditto - -	- -	1,000 –	- ditto - -	- ditto.	
„	Ditto - - -	11	- - ditto -	- - ditto - - ditto - - - - -	- ditto - -	- -	1,400 –	- ditto - -	- ditto.	
„	Ditto - - -	12	- - ditto -	- - ditto - - ditto - - - - -	- ditto - -	- -	400 –	- ditto - -	- ditto.	
„	Ditto - - -	13	- - ditto -	- - ditto - - ditto - - - - -	- ditto - -	- -	100 –	- ditto - -	- ditto.	
„	Ditto - - -	14	- - ditto -	- - ditto - - ditto - - - - -	- ditto - -	- -	1,000 –	- ditto - -	ditto.	
„	Ditto - - -									
1890–91	Ditto - - -	1	1st April 1890 -	Retail vend of spirituous and malt liquors manufactured at distilleries established in Burma, to be drunk on the premises or removed.	- ditto - -	- -	1,050 –	- ditto - -	Form III. -	- - ditto - - ditto.
„	Ditto - - -	2	- - ditto -	Wholesale vend of foreign spirits and foreign fermented liquor.	- ditto - -	- -	100 –	Fixed fee -	Form IV.	
„	Ditto - - -	3	- - ditto -	- - ditto - - ditto - - - - -	- ditto - -	- -	100 –	- ditto - -	- ditto.	
„	Ditto - - -	4	- - ditto -	Retail vend of tari to be drunk on the premises -	- ditto - -	- -	2,300 –	Auction -	Form XV.	
„	Ditto - - -	5	- - ditto -	- - ditto - - ditto - - - - -	- ditto - -	- -	1,080 –	- ditto - -	- ditto.	
„	Ditto - - -	6	- - ditto -	Manufacture and retail sale of country spirits to be drunk on the premises or removed.	- ditto - -	- -	2,300 –	- ditto - -	Form XII B.	
„	Ditto - - -	7	- - ditto -	Retail vend of tari to be drunk on the premises -	- ditto - -	- -	1,350 –	- ditto - -	Form XV.	
„	Ditto - - -	8	- - ditto -	- - ditto - - ditto - - - - -	- ditto - -	- -	1,600 –	- ditto - -	- ditto.	
„	Ditto - - -	9	- - ditto -	- - ditto - - ditto - - - - -	- ditto - -	- -	1,400 –	- ditto - -	- ditto.	
„	Ditto - - -	10	- - ditto -	- - ditto - - ditto - - - - -	- ditto - -	- -	650 –	- ditto - -	- ditto.	
„	Ditto - - -	11	- - ditto -	- - ditto - - ditto - - - - -	- ditto - -	- -	300 –	- ditto - -	- ditto.	
„	Ditto - - -	12	- - ditto -	- - ditto - - ditto - - - - -	- ditto - -	- -	200 –	- ditto - -	- ditto.	
„	Ditto - - -	13	- - ditto -	- - ditto - - ditto - - - - -	- ditto - -	- -	140 –	- ditto - -	- ditto.	
„	Ditto - - -	14	- - ditto -	- - ditto - - ditto - - - - -	- ditto - -	- -	120 –	- ditto - -	- ditto.	
„	Ditto - - -	15	- - ditto -	- - ditto - - ditto - - - - -	- ditto - -	- -	250 –	- ditto - -	- ditto.	
1891–92	Ditto - - -	1	1st April 1891 -	Retail vend of foreign spirits and foreign fermented liquor to be drunk on the premises or removed.	- ditto - -	- -	2,100 –	- ditto - -	Form VIII. -	- - ditto - - ditto.
„	Ditto - - -	2	- - ditto -	- - ditto - - ditto - - - - -	- ditto - -	- -	700 –	- ditto - -	- ditto.	
„	Ditto - - -	3	- - ditto -	Manufacture and sale of country spirits to be drunk on the premises or removed.	- ditto - -	- -	2,200 –	- ditto - -	Form XII B.	
„	Ditto - - -	4	- - ditto -	Retail vend of tari to be drunk on the premises -	- ditto - -	- -	2,800 –	- ditto - -	Form XV.	
„	Ditto - - -	5	- - ditto -	- - ditto - - ditto - - - - -	- ditto - -	- -	170 –	- ditto - -	- ditto.	

„	Ditto	6	ditto	ditto ditto	ditto	550	ditto	ditto		
„	Ditto	7	ditto	ditto ditto	ditto	230	ditto	ditto		
„	Ditto	8	ditto	ditto ditto	ditto	280	ditto	ditto		
„	Ditto	9	ditto	ditto ditto	ditto	250	ditto	ditto		
„	Ditto	10	ditto	ditto ditto	ditto	1,300	ditto	ditto		
„	Ditto	11	ditto	ditto ditto	ditto	520	ditto	ditto		
„	Ditto	12	ditto	ditto ditto	ditto	700	ditto	ditto		
„	Ditto	13	ditto	ditto ditto	ditto	*3,100	ditto	ditto		
1888-89	Kyauksè	1	26 March 1888	Retail vend of foreign spirits and foreign fermented liquor to be drunk on the premises or removed.	ditto	4,600	ditto	Form VIII.	There are estimated to be about 1,200 non-Burman residents in places where shops are open in this district.
„	Ditto	2	ditto	Retail vend of tari to be drunk on the premises	ditto	580	ditto	Form XV.	
„	Ditto	3	ditto	Manufacture and sale of country spirits to be drunk on the premises or removed.	ditto	5,800	ditto	Form XII B.	
„	Ditto	4	ditto	Retail vend of foreign spirits and foreign fermented liquor to be drunk on the premises or removed.	ditto	940	ditto	Form VIII.	
1889-90	Ditto	1	25 March 1889	Manufacture and sale of country spirits to be drunk on the premises or removed.	ditto	6,100	ditto	Form XII B.	ditto ditto
„	Ditto	2	25 April 1889	Retail vend of foreign spirits and foreign fermented liquor to be drunk on the premises or removed.	ditto	2,150	ditto	Form VIII.	
„	Ditto	3	1 April 1889	ditto ditto	ditto	650	ditto	ditto	
„	Ditto	4	4 April 1889	Retail vend of tari to be drunk on the premises	ditto	500	ditto	Form XV.	
„	Ditto	5	19 October 1889	Retail vend of non-Asiatic spirits to be drunk in a refreshment-room at a railway station.	ditto	250	Fixed fee	Form X.	
1890-91	Ditto	1	17 March 1890	Retail vend of spirituous and malt liquors manufactured at distilleries or breweries established in Upper Burma, to be drunk on the premises or removed.	ditto	250	Auction	Form III.	ditto ditto
„	Ditto	2	ditto	ditto ditto	ditto	540	ditto	ditto	
„	Ditto	3	ditto	Retail vend of foreign spirits and foreign fermented liquor to be drunk on the premises or removed.	ditto	1,500	ditto	Form VIII.	
„	Ditto	4	ditto	Retail vend of tari to be drunk on the premises	ditto	330	ditto	Form XV.	
„	Ditto	5	ditto	ditto ditto	ditto	75	ditto	ditto	
„	Ditto	6	22 March 1890	Retail vend of foreign spirits and foreign fermented liquor to be drunk on the premises or removed.	ditto	300	ditto	Form VIII.	
„	Ditto	7	31 March 1890	Retail vend of non-Asiatic spirits to be drunk in a refreshment-room at a railway station.	ditto	250	Fixed fee	Form X.	
1891-92	Ditto	1	20 March 1891	Retail vend of foreign spirits and foreign fermented liquor to be drunk on the premises or removed.	ditto	1,130	Auction	Form VIII.	ditto ditto
„	Ditto	2	ditto	Sale of spirituous and malt liquors manufactured at distilleries or breweries established in Upper Burma, to be drunk on the premises or removed.	ditto	410	ditto	Form III.	

* This license was re-sold in June 1891 for Rs. 1,800 only.

RETURN of Licenses for the Sale of Intoxicating Liquors issued in *Upper Burma* since the 1st day of January 1888, &c.—*continued.*

Year. 1.	District. 2.	Licenses issued in Serial Number. 3.	Date of Issue of each License. 4.	For what Purpose? Sale, Manufacture, or both Sale and Manufacture, and of what kind or kinds of Liquor. 5.	For what Period each License Issued. 6.	Area covered by each License. 7.	Price Paid for each License. 8.	How was Price fixed? By Auction, Sale, or by Tender, or at fixed Fee. 9.	Conditions of License. 10.	Estimated Number of Chinese, Shans, Non-Burman Buddhists, non-Burmans who are not Buddhists. 11.
							Rs. a.			
1891-92	Kyaukse - - -	3	20th Mar. 1891 -	Retail vend of tari to be drunk on the premises -	One year - -	- -	320 –	Auction -	Form XV.	
,,	Ditto - - -	4	- - ditto -	Retail vend of foreign spirits and foreign fermented liquor to be drunk on the premises or removed.	- ditto - -	- -	312 –	- ditto - -	Form VIII.	
,,	Ditto - - -	5	- - ditto -	Retail vend of spirituous and malt liquors manufactured at distilleries or breweries established in Upper Burma, to be drunk on the premises or removed.	- ditto - -	- -	100 –	- ditto - -	Form III.	
				Retail vend of tari to be drunk on the premises -	- ditto - -	- -	102 –	- ditto - -	Form XV.	
,,	Ditto - - -	6	- - ditto -	Retail vend of non-Asiatic liquor to be drunk in a refreshment-room at a railway station.	- ditto - -	-	250 –	Fixed fee -	Form X.	
,,	Ditto - - -	7	- - ditto -	Retail vend of foreign spirits and foreign fermented liquor to be drunk on the premises or removed.	Nine months -	- -	1,500 –	Auction -	Form VIII. -	There are about 1,800 non-Burman residents in places where shops are open in this district.
1888-89	Meiktila - - -	1	1st April 1888 -	- - ditto - - ditto - - - - -	Three months -	- -	1,100 –	- ditto - -	- ditto.	
,,	Ditto - - -	2	10th Jan. 1889 -	- - ditto - - ditto - - - - -	Nine months -	- -	3,075 –	- ditto - -	- ditto.	
,,	Ditto - - -	3	1st April 1888 -	- - ditto - - ditto - - - - -	Three months -	- -	1,170 –	- ditto - -	- ditto.	
,,	Ditto - - -	4	10th Jan. 1889 -	Manufacture and sale of country spirits to be drunk on the premises or removed.	One year - -	- -	7,600 –	- ditto - -	Form XII B.	
,,	Ditto - - -	5	3rd July 1888 -	- - ditto - - ditto - - - - -	- ditto -	-	1,900 –	- ditto - -	- ditto.	
,,	Ditto - - -	6	1st April 1888 -	- - ditto - - ditto - - - - -	Two months -	- -	637 8	- ditto - -	- ditto.	
,,	Ditto - - -	7	- - ditto -	- - ditto - - ditto - - - - -	Ten months -	- -	2,150 –	- ditto - -	- ditto.	
,,	Ditto - - -	8	1st July 1888 -	- - ditto - - ditto - - - - -	One year - -	- -	1,000 –	- ditto - -	Form XV.	
,,	Ditto - - -	9	1st April 1888 -	Retail vend of tari to be drunk on the premises -	- ditto - -	- -	810 –	- ditto - -	- ditto.	
,,	Ditto - - -	10	- - ditto -	- - ditto - - ditto - - - - -	- ditto - -	- -	500 –	- ditto - -	- ditto.	
,,	Ditto - - -	11	- - ditto -	- - ditto - - ditto - - - - -	- ditto - -	- -	100 –	Fixed fee -	Form IV. -	- - ditto - - ditto.
1889-90	Ditto - - -	1	1st April 1889 -	Wholesale vend of foreign spirits and foreign fermented liquor.	- ditto - -	- -	100 –	- ditto - -	- ditto.	
	Ditto - - -	2	- - ditto -	- - ditto - - ditto - - - - -	- ditto - -	- -	3,100 -	Auction -	Form VIII.	
,,	Ditto - - -	3	- - ditto -	Retail vend of foreign spirits and foreign fermented liquor to be drunk on the premises or removed.	- ditto - -	- -	3,000 –	- ditto - -	- ditto.	
,,	Ditto - - -	4	- - ditto -	- - ditto - - ditto - - - - -	- ditto - -	- -	500 –	Fixed fee -	Form X.	
,,	Ditto - - -	5	- - ditto -	Retail vend of non-Asiatic liquor to be drunk at the bar of an hotel or of a refreshment-room of a railway station.	- ditto - -	- -	7,600 –	Auction -	Form XII B.	
,,	Ditto - - -	6	30th Mar. 1889	Manufacture and sale of country spirits to be drunk on the premises or removed.	- ditto - -	- -	1,200 –	- ditto - -	- ditto.	
,,	Ditto - - -	7	- - ditto -	- - ditto - - ditto - - - - -	- ditto - -	- -	2,250 –	- ditto - -	- ditto.	
,,	Ditto - - -	8	21st March 1889	- - ditto - - ditto - - - - -						

22.	„	Ditto	9	1st April 1889	Retail vend of tari to be drunk on the premises	ditto	2,550 –	ditto	Form XV.		
	„	Ditto	10	6th May 1889	ditto ditto	ditto	1,000 –	ditto	ditto.		
	„	Ditto	11	1st April 1889	ditto ditto	ditto	550 –	ditto	ditto.		
	1890-91	Ditto	1	17th April 1890	Retail vend of spirituous and malt liquors manufactured at distilleries or breweries established in Upper Burma, to be drunk on the premises or removed.	ditto	520 –	ditto	Form III.	ditto	ditto.
	„	Ditto	2	1st ditto	ditto ditto	ditto	410 –	ditto	ditto.		
	„	Ditto	3	ditto	Wholesale vend of foreign spirits and foreign fermented liquors.	ditto	100 –	Fixed fee	Form IV.		
	„	Ditto	4	ditto	Retail vend of foreign spirits and foreign fermented liquor to be drunk on the premises or removed.	ditto	2,150 –	Auction	Form VIII.		
	„	Ditto	5	ditto	ditto ditto	ditto	2,000 –	ditto	ditto.		
	„	Ditto	6	ditto	Retail vend of tari to be drunk on the premises	ditto	700 –	ditto	Form XV.		
	„	Ditto	7	ditto	ditto ditto	ditto	270 –	ditto	ditto.		
	„	Ditto	8	ditto	ditto ditto	ditto	160 –	ditto	ditto.		
	1891-92	Ditto	1	2nd May 1891	Retail vend of malt liquor manufactured in a licensed brewery in Burma, to be drunk on the premises or removed.	Eleven months	50 –	Fixed fee	Form III A.	ditto	ditto.
	„	Ditto	2	1st April 1891	Retail vend of spirituous and malt liquors manufactured at distilleries or breweries established in Upper Burma, to be drunk on the premises or removed.	One year	1,650 –	Auction	Form III.		
	„	Ditto	3	ditto	ditto ditto	ditto	500 –	ditto	ditto.		
	„	Ditto	4	ditto	Wholesale vend of foreign spirits and foreign fermented liquor.	ditto	100 –	Fixed fee	Form IV.		
	„	Ditto	5	ditto	Retail vend of foreign spirits and foreign fermented liquor to be drunk on the premises or removed.	ditto	1,700 –	Auction	Form VIII.		
	„	Ditto	6	ditto	ditto ditto	ditto	2,100 –	ditto	ditto.		
	„	Ditto	7	ditto	Retail vend of tari to be drunk on the premises	ditto	190 –	ditto	Form XV.		
	„	Ditto	8	ditto	ditto ditto	ditto	320 –	ditto	ditto.		
	„	Ditto	9	ditto	ditto ditto	ditto	315 –	ditto	ditto.		
	1888-89	Yamèthin	1	4th April 1888	Retail vend of foreign spirits and foreign fermented liquor to be drunk on the premises or removed.	ditto	4,600 –	ditto	Form VIII.	There are about 1,500 non-Burman residents in places where shops are open in this district.	
	„	Ditto	2	ditto	Manufacture and sale of country spirits to be drunk on the premises or removed.	ditto	8,100 –	ditto	Form XII B.		
	„	Ditto	3	ditto	Retail vend of foreign spirits and foreign fermented liquor to be drunk on the premises or removed.	ditto	9,050 –	ditto	Form VIII.		
	„	Ditto	4	ditto	Manufacture and sale of country spirits to be drunk on the premises or removed.	ditto	9,250 –	ditto	Form XII B.		
	„	Ditto	5	ditto	Retail vend of tari to be drunk on the premises	ditto	3,410 –	ditto	Form XV.		
	„	Ditto	6	ditto	ditto ditto	ditto	1,925 –	ditto	ditto.		
	„	Ditto	7	ditto	Retail vend of non-Asiatic liquor to be drunk at the bar of an hotel or of a refreshment-room at a railway station.	Three months	62 8	Fixed fee	Form X.		

RETURN of Licenses for the Sale of Intoxicating Liquors issued in *Upper Burma* since the 1st day of January 1888, &c.—*continued.*

Year.	District.	Licenses issued in Serial Number.	Date of Issue of each License.	For what Purpose? Sale, Manufacture, or both Sale and Manufacture, and of what kind or kinds of Liquor.	For what Period each License Issued.	Area covered by each License.	Price Paid for each License.	How was Price fixed? By Auction Sale, or by Tender, or at fixed Fee.	Conditions of License.	Estimated Number of Chinese, Shans, Non-Burman Buddhists, Non-Burmans who are not Buddhists.
1.	2.	3.	4.	5.	6.	7.	8.	9.	10.	11.
							Rs. a.			
1889-90	Yamèthin - - -	1	5th April 1889 -	Wholesale vend of foreign spirits and foreign fermented liquor.	One year - -	- -	100 -	Fixed fee -	Form IV.	There are about 1,500 non-Burman residents in places where shops are open in this district.
,,	Ditto - - -	2	- - ditto -	- - ditto - - ditto - - - - - -	- ditto - -	- -	100 -	- ditto - -	- ditto.	
,,	Ditto - - -	3	- - ditto -	Retail sale of foreign spirits and foreign fermented liquor to be drunk on the premises or removed.	- ditto - -	- -	3,050 -	Auction -	Form VIII.	
,,	Ditto - - -	4	- - ditto -	- - ditto - - ditto - - - - - -	- ditto - -	- -	2,610 -	- ditto - -	- ditto.	
,,	Ditto - - -	5	- - ditto -	Manufacture and sale of country spirits to be drunk on the premises or removed.	- ditto - -	- -	4,100 -	- ditto - -	Form XII B.	
,,	Ditto - - -	6	- - ditto -	Retail vend of tari to be drunk on the premises -	- ditto - -	- -	2,400 -	- ditto - -	Form XV.	
,,	Ditto - - -	7	- - ditto -	Wholesale vend of foreign spirits and foreign fermented liquor.	- ditto - -	- -	100 -	Fixed fee -	Form IV. -	- - ditto - - ditto.
,,	Ditto - - -	8	- - ditto -	Retail vend of foreign spirits and foreign fermented liquor to be drunk on the premises or removed.	- ditto - -	- -	1,250 -	Auction -	Form VIII.	
,,	Ditto - - -	9	- - ditto -	Manufacture and sale of country spirits to be drunk on the premises or removed.	- ditto - -	- -	3,000 -	- ditto - -	Form XII B.	
,,	Ditto - - -	10	- - ditto -	Retail vend of tari to be drunk on the premises -	- ditto - -	- -	1,400 -	- ditto - -	Form XV.	
,,	Ditto - - -	11	- - ditto -	Retail vend of non-Asiatic liquor at the bar of an hotel or of a refreshment-room at a railway station.	- ditto - -	- -	250 -	Fixed fee -	Form X.	
1890-91	Ditto - - -	1	1st April 1890 -	Wholesale vend of foreign spirits and foreign fermented liquor.	- ditto - -	- -	100 -	- ditto - -	Form IV.	
,,	Ditto - - -	2	- - ditto -	- - ditto - - ditto - - - - - -	- ditto - -	- -	100 -	- ditto - -	- ditto.	
,,	Ditto - - -	3	- - ditto -	Retail vend of foreign spirits and foreign fermented liquor to be drunk on the premises or removed.	- ditto - -	- -	1,650 -	Auction -	Form VIII.	
,,	Ditto - - -	4	- - ditto -	- - ditto - - ditto - - - - - -	- ditto - -	- -	1,650 -	- ditto - -	- ditto.	
,,	Ditto - - -	5	- - ditto -	Retail vend of spirituous and malt liquor manufactured at distilleries or breweries established in Upper Burma, to be drunk on the premises or removed.	- ditto - -	- -	950 -	- ditto - -	Form III.	
,,	Ditto - - -	6	- - ditto -	Retail vend of tari to be drunk on the premises -	- ditto - -	- -	1,850 -	- ditto - -	Form XV.	
,,	Ditto - - -	7	- - ditto -	Wholesale vend of foreign spirits and foreign fermented liquor.	- ditto - -	- -	100 -	Fixed fee -	Form IV.	
,,	Ditto - - -	8	- - ditto -	Retail vend of foreign spirits and foreign fermented liquor to be drunk on the premises or removed.	- ditto - -	- -	500 -	Auction -	Form VIII.	

„	Ditto - - -	9	- - ditto -	Retail vend of spirituous and malt liquor manufactured at distilleries or breweries established in Upper Burma, to be drunk on the premises or removed.	- ditto - -	-	550 –	- ditto - -	Form III.		
„	Ditto - - -	10	- - ditto -	Retail vend of tari to be drunk on the premises -	- ditto - -	-	500 –	- ditto - -	Form XV.		
„	Ditto - - -	11	- - ditto -	Retail vend of non-Asiatic liquor at the bar of an hotel or of a refreshment-room at a railway station.	- ditto - -	-	250 –	Fixed fee -	Form X.		
1891-92	Ditto - - -	1	1st April 1891 -	Wholesale vend of foreign spirits and foreign fermented liquor.	- ditto - -	-	100 –	- ditto - -	Form IV. -	- - ditto - - ditto.	
„	Ditto - - -	2	- - ditto -	- - ditto - - ditto - - - - -	- ditto - -	-	100 –	- ditto - -	- ditto.		
„	Ditto - - -	3	- - ditto -	Retail vend of foreign spirits and foreign fermented liquor to be drunk on the premises or removed.	- ditto - -	-	1,500 –	Auction -	Form VIII.		
„	Ditto - - -	4	- - ditto -	- - ditto - - ditto - - - - -	- ditto - -	-	1,300 –	- ditto - -	- ditto.		
„	Ditto - - -	5	- - ditto -	Retail vend of spirituous and malt liquor manufactured at distilleries or breweries established in Upper Burma, to be drunk on the premises or removed.	- ditto - -	-	850 –	- ditto - -	Form III.		
„	Ditto - - -	6	- - ditto -	Retail vend of tari to be drunk on the premises -	- ditto - -	-	1,850 –	- ditto - -	Form XV.		
„	Ditto - - -	7	- - ditto -	Wholesale vend of foreign spirits and foreign fermented liquor.	- ditto - -	-	100 –	Fixed fee -	Form IV.		
„	Ditto - - -	8	- - ditto -	Retail vend of foreign spirits and foreign fermented liquor to be drunk on the premises or removed.	- ditto - -	-	450 –	Auction -	Form VIII.		
„	Ditto - - -	9	- - ditto -	Retail vend of spirituous and malt liquor manufactured at distilleries or breweries established in Upper Burma, to be drunk on the premises or removed.	- ditto - -	-	300 –	- ditto - -	Form III,		
„	Ditto - - -	10	- - ditto -	Retail vend of tari to be drunk on the premises -	- ditto - -	-	450 –	- ditto - -	Form XV.		
„	Ditto - - -	11	- - ditto -	Retail vend of non-Asiatic liquor at the bar of an hotel or of a refreshment-room at a railway station.	- ditto - -	-	250 –	Fixed fee -	Form X.		
„	Ditto - - -	12	11th April 1891	Retail vend of malt liquors manufactured in a licensed brewery in Burma, to be drunk on the premises or removed.	- ditto - -	-	50 –	- ditto - -	Form III A.		
1888-89	Pyinmana - - -	1	1st April 1888 -	Wholesale vend of foreign spirits and foreign fermented liquor.	- ditto - -	-	210 –	- ditto - -	Form IV. -		
„	Ditto - - -	2	- - ditto -	- - ditto - - ditto - - - - -	- ditto - -	-	270 –	- ditto - -	- ditto -		
„	Ditto - - -	3	- - ditto -	Retail vend of foreign spirits and foreign fermented liquor to be drunk on the premises or removed.	- ditto - -	-	5,100 –	Auction -	Form VIII. -		
„	Ditto - - -	4	- - ditto -	- - ditto - - ditto - - - - -	- ditto - -	-	6,200 –	- ditto - -	- ditto -		
„	Ditto - - -	5	- - ditto -	Manufacture and sale of country spirits to be drunk on the premises or removed.	- ditto - -	-	8,950 –	- ditto - -	Form XII B.	There are about 1,000 non-Burman residents in places where shops are open.	
„	Ditto - - -	6	- - ditto -	Retail vend of tari to be drunk on the premises -	- ditto - -	-	3,600 –	- ditto - -	Form XV. -		
„	Ditto - - -	7	- - ditto -	- - ditto - - ditto - - - - -	- ditto - -	-	460 –	- ditto - -	- ditto -		
1889-90	Ditto - - -	1	1st April 1889 -	Wholesale vend of foreign spirits and foreign fermented liquor.	- ditto - -	-	100 –	Fixed fee -	Form IV. -		
„	Ditto - - -	2	- - ditto -	- - ditto - - ditto - - - - -	- ditto - -	-	100 –	- ditto - -	- ditto.		

RETURN of Licenses for the Sale of Intoxicating Liquors issued in *Upper Burma* since the 1st day of January 1888, &c.—*continued.*

Year.	District.	Licenses issued in Serial Number.	Date of Issue of each License.	For what Purpose? Sale, Manufacture, or both Sale and Manufacture, and of what kind or kinds of Liquor.	For what Period each License Issued.	Area covered by each License.	Price Paid for each License.	How was Price fixed? By Auction, Sale, or by Tender, or at fixed Fee.	Conditions of License.	Estimated Number of Chinese, Shans, Non-Burman Buddhists, on-Burmans who are not Buddhists.
1	2.	3.	4.	5.	6.	7.	8.	9.	10.	11.
							Rs. a.			
1889-90	Pyinmana - - -	3	1st April 1889 -	Retail vend of foreign spirits and foreign fermented liquor to be drunk on the premises or removed.	One year -	- -	6,700 –	Auction -	Form VIII.	
„	Ditto - - -	4	- - ditto -	- - ditto - - ditto - - - - - -	- ditto - -	- -	7,800 –	- ditto - -	- ditto.	
„	Ditto - - -	5	- - ditto -	Manufacture and sale of country spirits to be drunk on the premises or removed.	- ditto - -	- -	5,000 –	- ditto - -	Form XII B.	
„	Ditto - - -	6	- - ditto -	Retail vend of tari to be drunk on the premises -	- ditto - -	- -	2,600 –	- ditto - -	Form XV.	
„	Ditto - - -	7	- - ditto -	- - ditto - - ditto - - - - - -	- ditto - -	- -	375 –	- ditto - -	- ditto.	
1890-91	Ditto - - -	1	1st April 1890 -	Wholesale vend of foreign spirits and foreign fermented liquor.	- ditto - -	- -	100 –	Fixed fee -	Form IV. -	There are about 1,000 non-Burman residents in places where shops are open.
„	Ditto - - -	2	- - ditto -	- - ditto - - ditto - - - - - -	- ditto - -	- -	100 –	- ditto - -	- ditto.	
„	Ditto - - -	3	- - ditto -	Retail vend of foreign spirits and foreign fermented liquor to be drunk on the premises or removed.	- ditto - -	- -	3,600 –	Auction -	Form VIII.	
„	Ditto - - -	4	- - ditto -	- - ditto - - ditto - - - - - -	- ditto - -	- -	3,400 –	- ditto - -	- ditto.	
„	Ditto - - -	5	- - ditto -	Retail vend of spirituous and malt liquors manufactured at distilleries or breweries in Upper Burma, to be drunk on the premises or removed.	- ditto - -	- -	1,950 –	- ditto - -	Form III.	
„	Ditto - - -	6	- - ditto -	Retail vend of tari to be drunk on the premises -	- ditto - -	- -	1,800 –	- ditto - -	Form XV.	
„	Ditto - - -	7	- - ditto -	- - ditto - - ditto - - - - - -	- ditto - -	- -	100 –	- ditto - -	- ditto.	
1891-92	Ditto - - -	1	1st April 1891 -	Wholesale vend of foreign spirits and foreign fermented liquor.	- ditto - -	- -	100 –	Fixed fee -	Form IV. -	- - ditto - - ditto.
„	Ditto - - -	2	- - ditto -	- - ditto - - ditto - - - - - -	- ditto - -	- -	100 –	- ditto - -	- ditto.	
„	Ditto - - -	3	- - ditto -	Retail vend of foreign spirits and foreign fermented liquor to be drunk on the premises or removed.	- ditto - -	- -	2,800 –	Auction -	Form VIII.	
„	Ditto - - -	4	- - ditto -	- - ditto - - ditto - - - - - -	- ditto - -	- -	2,600 –	- ditto - -	- ditto.	
„	Ditto - - -	5	- - ditto -	Retail vend of spirituous and malt liquors manufactured at distilleries or breweries in Upper Burma, to be drunk on the premises or removed.	- ditto - -	- -	1,300 –	- ditto - -	Form III.	
„	Ditto - - -	6	- - ditto -	Retail vend of tari to be drunk on the premises -	- ditto - -	- -	100 –	- ditto - -	Form XV.	

OPIUM.

RETURN of LICENSES for the Sale of OPIUM issued in *Upper Burma* since the 1st day of January 1888, showing the Number of such Licenses Issued; the Times at which the Districts for which, and the Periods for which they have been Issued; the Prices Paid for them respectively; and the Conditions or Regulations subject to which they have been Issued (in continuation of Parliamentary Paper, presented 3rd August 1888, and entitled "East India (Upper Burma, Licenses)").

Year.	District.	Licenses issued in Serial Number.	Date of Issue of each License.	For what Purpose? Sale, and what kind of Opium.	For what Period each License Issued.	Area covered by each License, *i.e.*, Area of District.	Price Paid for each License.	How was Price fixed? By Auction, Sale, or by Tender, or at fixed Fee.	Condition of Licenses.	Estimated Number of Chinese, Shans, Non-Burman Buddhists, Non-Burmans who are not Buddhists.
1.	2.	3.	4.	5.	6.	7.	8.	9.	10.	11.
				MANDALAY DISTRICT.			*Rs.*			
1888-89	Mandalay	1	8th November	Sale by retail of opium	Five months	2,100 square miles.	500	Auction	Form III.	
„	Ditto	2	- - ditto	- - ditto	- ditto - -	- ditto -	500	- ditto	- ditto -	
„	Ditto	3	- - ditto	- - ditto	- ditto - -	- ditto -	500	- ditto	- ditto -	
„	Ditto	4	13th November	Sale by wholesale of opium	One year	- ditto -	20	Fixed fee	Form II.	
„	Ditto	5	- - ditto	- - ditto	- ditto - -	- ditto -	20	- ditto	- ditto -	
„	Ditto	6	12th November	- - ditto	- ditto - -	- ditto -	20	- ditto	- ditto -	
„	Ditto	7	- - ditto	- - ditto	- ditto - -	- ditto -	20	- ditto	- ditto -	
„	Ditto	8	- - ditto	- - ditto	- ditto - -	- ditto -	20	- ditto	- ditto -	
„	Ditto	9	- - ditto	- - ditto	- ditto - -	- ditto -	20	- ditto	- ditto -	
„	Ditto	10	- - ditto	- - ditto	- ditto - -	- ditto -	20	- ditto	- ditto -	
„	Ditto	11	- - ditto	- - ditto	- ditto - -	- ditto -	20	- ditto	- ditto -	
„	Ditto	12	14th November	- - ditto	- ditto - -	- ditto -	20	- ditto	- ditto -	Non-Burman population about 22,000.
„	Ditto	13	13th November	- - ditto	- ditto - -	- ditto -	20	- ditto	- ditto -	
„	Ditto	14	15th November	- - ditto	- ditto - -	- ditto -	20	- ditto	- ditto -	
1889-90	Ditto	1	26th March	Sale by retail of opium	- ditto - -	- ditto -	45,300	Auction	Form III.	
„	Ditto	2	22nd November	Sale by wholesale of opium	- ditto - -	- ditto -	20	Fixed fee	Form II.	
„	Ditto	3	- - ditto	- - ditto	- ditto - -	- ditto -	20	- ditto	- ditto -	
„	Ditto	4	- - ditto	- - ditto	- ditto - -	- ditto -	20	- ditto	- ditto -	
1890-91	Ditto	1	31st March	Sale by retail of opium	- ditto - -	- ditto -	29,150	Auction	Form III.	
„	Ditto	2	- -	Sale by wholesale of opium	- ditto - -	- ditto -	20	Fixed fee	Form II.	
„	Ditto	3	- -	- - ditto	- ditto - -	- ditto -	20	- ditto	- ditto -	
„	Ditto	4	- -	- - ditto	- ditto - -	- ditto -	20	- ditto	- ditto -	
1891-92	—	—	—	—	—	—	—	—	—	
				BHAMO DISTRICT.						
1888-89	Bhamo	1	4th April	Sale by retail of opium at Mogaung	One year	About 9,800 square miles.	200	Auction	Form III.	There are probably less than 2,000 Burman Buddhists out of a total population of 54,000 for the whole district.
„	Ditto	2	- - ditto	Sale by wholesale of opium at Bhamo	- ditto - -	- ditto -	20	Fixed fee	Form II.	
„	Ditto	3	- - ditto	- - ditto - - ditto	- ditto - -	- ditto -	20	- ditto	- ditto.	
„	Ditto	4	- - ditto	- - ditto - - ditto	- ditto - -	- ditto -	20	- ditto	- ditto.	
„	Ditto	5	- - ditto	- - ditto - - ditto	- ditto - -	- ditto -	29	- ditto	- ditto.	
„	Ditto	6	- - ditto	- - ditto - - ditto	- ditto - -	- ditto -	20	- ditto	- ditto.	

* Not sold owing to combination among Chinese dealers.

RETURN of Licenses for the Sale of Opium issued in *Upper Burma* since the 1st day of January 1888, &c.—*continued.*

Year. 1.	District. 2.	Licenses issued in Serial Number. 3.	Date of Issue of each License. 4.	For what Purpose? Sale, and what kind of Opium. 5.	For what Period each License Issued. 6.	Area covered by each License, *i.e.*, Area of District. 7.	Price Paid for each License. 8.	How was Price fixed? By Auction, Sale, or by Tender, or at fixed Fee. 9.	Condition of Licenses. 10.	Estimated Number of Chinese, Shans, Non-Burman Buddhists, Non-Burmans who are not Buddhists. 11.
				BHAMO DISTRICT—*continued.*			*Rs.*			
1888-89	Bhamo	7	4th April	Sale by wholesale of opium at Bhamo	One year	About 9,800 square miles.	20	Fixed fee	Form II.	
,,	Ditto	8	ditto	ditto ditto	ditto	ditto	20	ditto	ditto.	
,,	Ditto	9	ditto	ditto ditto	ditto	ditto	20	ditto	ditto.	
,,	Ditto	10	ditto	ditto ditto	ditto	ditto	20	ditto	ditto.	
,,	Ditto	11	ditto	ditto ditto	ditto	ditto	20	ditto	ditto.	
,,	Ditto	12	ditto	ditto ditto	ditto	ditto	20	ditto	ditto.	
,,	Ditto	13	ditto	ditto ditto	ditto	ditto	20	ditto	ditto.	
,,	Ditto	14	ditto	ditto ditto	ditto	ditto	20	ditto	ditto.	
,,	Ditto	15	ditto	ditto ditto	ditto	ditto	20	ditto	ditto.	
,,	Ditto	16	ditto	ditto ditto	ditto	ditto	20	ditto	ditto.	
,,	Ditto	17	ditto	ditto ditto	ditto	ditto	20	ditto	ditto.	
,,	Ditto	18	ditto	ditto ditto	ditto	ditto	20	ditto	ditto.	
,,	Ditto	19	ditto	ditto ditto	ditto	ditto	20	ditto	ditto.	
,,	Ditto	20	ditto	ditto ditto	ditto	ditto	20	ditto	ditto.	
,,	Ditto	21	ditto	ditto ditto	ditto	ditto	20	ditto	ditto.	
,,	Ditto	22	ditto	ditto ditto	ditto	ditto	20	ditto	ditto.	
,,	Ditto	23	ditto	ditto ditto	ditto	ditto	20	ditto	ditto.	
,,	Ditto	24	ditto	ditto ditto	ditto	ditto	20	ditto	ditto.	
,,	Ditto	25	ditto	ditto ditto	ditto	ditto	20	ditto	ditto.	
,,	Ditto	26	ditto	ditto ditto	ditto	ditto	20	ditto	ditto.	
,,	Ditto	27	ditto	ditto ditto	ditto	ditto	20	ditto	ditto.	
,,	Ditto	28	ditto	ditto ditto	ditto	ditto	20	ditto	ditto.	
,,	Ditto	29	ditto	ditto ditto	ditto	ditto	20	ditto	ditto.	
1889-90	Ditto	1	4th April	Retail vend of opium and poppy-heads at Mogaung.	ditto	ditto	415	Auction	Form III.	
,,	Ditto	2	5th April	Retail vend of opium and poppy-heads at Bhamo	ditto	ditto	1,800	ditto	ditto.	
1890-91	Ditto	1	20th March	Retail vend of opium and poppy-heads at Mogaung.	ditto	ditto	1,000	ditto	ditto.	
,,	Ditto	2	ditto	Retail vend of opium and poppy-heads at Bhamo	ditto	ditto	7,000	ditto	ditto.	
,,	Ditto	3		Wholesale vend of opium at Bhamo	ditto	ditto	20	Fixed fee	Form II.	
,,	Ditto	4		ditto ditto	ditto	ditto	20	ditto	ditto.	
1891-92	Ditto	1	2nd May	Retail vend of opium and poppy-heads at Bhamo	11 months	ditto	5,150	Auction	Form III.	
,,	Ditto	2	20th March	Retail vend of opium and poppy-heads at Mogaung.	One year	ditto	1,150	ditto	ditto.	
,,	Ditto	3	18th February	Wholesale vend of opium at Bhamo		ditto	20	Fixed fee	Form II.	
,,	Ditto	4	10th May	Wholesale vend of opium at Mogaung		ditto	20	ditto	ditto.	

					Katha District:					
1888-89	Katha	1	28th November	Retail vend of opium	Four months	6,000 square miles.	300	Auction	Form III.	
1889-90	Ditto	1	20th March	- - ditto	One year	- ditto	2,100	- ditto	- ditto	About 37,600.
"	Ditto	2	- ditto	Wholesale vend of opium	- ditto	- ditto	25	Fixed fee	Form II.	
1890-91	Ditto	1	15th April	Retail vend of opium	- ditto	- ditto	3,650	Auction	Form III.	
"	Ditto	2	- ditto	Wholesale vend of opium	- ditto	- ditto	20	Fixed fee	Form II.	
1891-92	Ditto	1	-	License withdrawn under Financial Commissioner's orders.	—	—	—	—	—	
				Ruby Mines District:						
1888-89	Ruby Mines	1	1st January	Retail vend of opium	Three months	2,000 square miles.	400	Auction	Form III.	
1889-90	Ditto	1	1st May	- - ditto	11 months	- ditto	825	- ditto	- ditto	About 19,000.
1890-91	Ditto	1	1st April	Retail vend of opium at Mogôk	One year	- ditto	960	- ditto	- ditto	
"	Ditto	2	- ditto	Retail vend of opium at Twinnge	- ditto	- ditto	400	- ditto	- ditto	
1891-92	Ditto	1	9th June	Retail vend of opium	Nine months	- ditto	292 *	- ditto	- ditto	
				Shwebo District:						
1888-89 1889-90 1890-91 1891-92	Shwebo	—	—	Nil.	—	—	—	—	—	
				Ye-u District:						
1888-89 1889-90 1890-91 1891-92	Ye-u	—	—	Nil.	—	—	—	—	—	
				Sagaing District:						
1888-89 1889-90 1890-91 1891-92	Sagaing	—	—	Nil.	—	—	—	—	—	
				Lower Chindwin District:						
1888-89	Lower Chindwin	—	—	Nil.	—	—	—	—	—	
1889-90	Ditto	1	1st April	Retail vend of opium	One year	3,400 square miles.	3,630	Auction	Form III.	Between 500 and 600 in Mônywa town, besides Chins, &c., on the frontier.
1890-91	Ditto	1	- ditto	- - ditto	- ditto	- ditto	3,050	- ditto	- ditto	
1891-92	Ditto	1	- ditto	- - ditto	- ditto	- ditto	2,360	- ditto	- ditto	
				Upper Chindwin District:						
1888-89	Upper Chindwin	—	—	Nil.	—	—	—	—	—	
1889-90	Ditto	—	—	Nil.	—	—	—	—	—	
1890-91	Ditto	—	—	Nil.	—	—	—	—	—	
1891-92	Ditto	1	1st April	Retail vend of opium and poppy-heads	One year	19,000 square miles.	490	Auction	Form III.	About 15,000.
				Myingyan District:						
1888-89	Myingyan	1	1st November	Retail vend of opium and poppy-heads	Five months	3,737 square miles.	2,250	- ditto	Form III.	
"	Ditto	2	- ditto	Wholesale vend of opium and poppy-heads	- ditto	- ditto	20	Fixed fee	Form II.	
1889-90	Ditto	1	1st April	Retail vend of opium and poppy-heads	3½ months	- ditto	3,468	Auction	Form III.	
"	Ditto	2	- ditto	Wholesale vend of opium and poppy-heads	- ditto	- ditto	20	Fixed fee	Form II.	
1890-91	Ditto	1	- ditto	Retail vend of opium and poppy-heads	One year	- ditto	6,700	Auction	Form III.	6,000.
"	Ditto	2	- ditto	Wholesale vend of opium and poppy-heads	- ditto	- ditto	20	Fixed fee	Form II.	
1891-92	Ditto	1	- ditto	Retail vend of opium and poppy-heads	- ditto	- ditto	5,000	Auction	Form III.	
"	Ditto	2	- ditto	Wholesale vend of opium and poppy-heads	- ditto	- ditto	20	Fixed fee	Form II.	

* With a duty of Rs. 15 per viss on a minimum of 15 viss imported per month.

RETURN of Licenses for the Sale of Opium in *Upper Burma* since the 1st day of January 1888, &c.—*continued.*

Year.	District.	Licenses issued in Serial Number.	Date of Issue of each License.	For what Purpose? Sale, and what kind of Opium.	For what Period each License Issued.	Area covered by each License, *i.e.*, Area of District.	Price Paid for each License.	How was Price fixed? By Auction, Sale, or by Tender, or at fixed Fee.	Condition of Licenses.	Estimated Number of Chinese, Shans, Non-Burman Buddhists, Non-Burmans who are not Buddhists.
1.	2.	3.	4.	5.	6.	7.	8.	9.	10.	11.
				PAKÔKKU DISTRICT:			*Rs.*			
1888-89	Pakôkku	1	1st April	Retail vend of opium	One year	6,160 sq. miles	500	Auction	Form III.	500, besides Chins on frontier and military camp followers.
,,	Ditto	2	ditto	Wholesale vend of opium	ditto	ditto	20	Fixed fee	Form II.	
1889-90	Ditto	1	ditto	Retail vend of opium	ditto	ditto	2,760	Auction	Form III.	
,,	Ditto	2	ditto	ditto	ditto	ditto	320	ditto	ditto.	
1890-91	Ditto	1	ditto	ditto	ditto	ditto	5,630	ditto	ditto.	
1891-92	Ditto	1	ditto	ditto	ditto	ditto	2,760	ditto	ditto.	
				MINBU DISTRICT:						
1888-89	Minbu	1	10th October	Retail vend of opium at Minbu	5½ months	3,210 sq. miles	670	Auction	Form III.	600, besides military police.
,,	Ditto	2	ditto	Wholesale vend of opium at Minbu	ditto	ditto	20	Fixed fee	Form II.	
1889-90	Ditto	1	20th March	Retail vend of opium at Minbu	One year	ditto	6,950	Auction	Form III.	
,,	Ditto	2	6th April	Retail vend of opium at Sinbyugyun	ditto	ditto	9,000	ditto	ditto.	
,,	Ditto	3	20th March	Wholesale vend of opium at Minbu	ditto	ditto	20	Fixed fee	Form II.	
1890-91	Ditto	1	15th March	Retail vend of opium at Minbu	ditto	ditto	10,650	Auction	Form IIII.	
,,	Ditto	2	ditto	Retail vend of opium at Sinbyugyun	ditto	ditto	5,980	ditto	ditto.	
,,	Ditto	3	ditto	Wholesale vend of opium at Minbu	ditto	ditto	20	Fixed fee	Form II.	
,,	Ditto	4	ditto	Wholesale vend of opium at Sinbyugyun	ditto	ditto	20	ditto	ditto.	
1891-92	Ditto	1	17th March	Retail vend of opium at Minbu	ditto	ditto	5,800	Auction	ditto	
,,	Ditto	2		Retail vend of opium at Sinbyugyun	ditto	ditto	3,150	ditto	ditto.	
				MAGWE DISTRICT:						
—	Magwe	—	—	Nil.	—	—	—	—	—	
				KYAUKSE DISTRICT:						
1888-89	Kyauksè	—	—	Nil.	—	—	—	—	—	
1889-90	Ditto	1	25th April	Retail vend of opium	11 months	1,050 sq. miles	400	Auction	Form III.	1,200.
1890-91	Ditto	1	17th March	ditto	One year	ditto	4,820	ditto	ditto	
1891-92	Ditto	1	20th March	ditto	ditto	ditto	2,015	ditto	ditto.	
1888-89 1889-90 1890-91 1891-92	Meiktila	—	—	MEIKTILA DISTRICT: Nil.	—	—	—	—	—	
				YAMETHIN DISTRICT:						
1888-89	Yamèthin	1	10th October	Retail vend of opium	Six months	3,000 sq. miles	2,350	Auction	Form III.	1,500.
1889-90	Ditto	1	4th April	ditto	One year	ditto	5,000	ditto	ditto	
1890-91	Ditto	1	1st April	ditto	ditto	ditto	1,950	ditto	ditto	
1891-92	Ditto	1	ditto	ditto	ditto	ditto	2,100	ditto	ditto	
				PYINMANA DISTRICT:						
1888-89	Pyinmana	1	10th October	Retail vend of opium	Six months	6,000 sq. miles	8,600	ditto	ditto	1,000.
1889-90	Ditto	1	1st April	ditto	One year	ditto	15,060	ditto	ditto	
1890-91	Ditto	1	ditto	ditto	ditto	ditto	10,100	ditto	ditto	
1891-92	Ditto	1	ditto	ditto	ditto	ditto	11,000	ditto	ditto	

III.—ABSTRACT of LIQUOR and OPIUM LICENSES issued in *Upper Burma* from 1888–89 to 1891–92.

(*a*)—LIQUOR.

District.	Year in which Issued.	Number of Licenses issued in each Form.													
		I.	II.	III.	III A.	IV.	V.	VI.	VII.	VIII.	IX.	X.	XII B.	XIII.	XV.
Mandalay	1888–89	–	1	–	–	8	–	6	–	–	–	2	1	–	1
	1889–90	1	1	–	–	13	–	2	3	–	–	3	1	–	1
	1890–91	2	2	–	–	12	–	3	6	–	1	1	–	–	2
	1891–92	2	2	–	4	12	4	3	7	–	1	2	–	–	3
Bhamo	1888–89	–	–	–	–	1	–	1	–	–	–	–	2	–	–
	1889–90	–	–	1	–	1	–	–	1	–	–	–	3	–	–
	1890–91	–	–	2	–	1	–	–	–	1	–	–	1	–	–
	1891–92	–	–	2	1	1	–	–	–	1	–	1	4	2	–
Katha	1888–89	–	–	–	–	–	–	–	1	–	–	–	2	–	–
	1889–90	–	–	–	–	1	–	–	1	–	–	–	3	–	–
	1890–91	–	–	2	–	1	–	1	1	–	–	–	–	–	–
	1891–92	–	–	2	–	1	–	1	–	1	–	–	3	–	–
Ruby Mines	1888–89	–	–	–	–	–	–	–	–	–	–	–	1	–	–
	1889–90	–	–	–	–	1	–	–	–	–	–	–	1	–	–
	1890–91	–	2	–	–	1	–	–	–	–	–	–	2	–	–
	1891–92	–	1	–	–	3	–	1	–	–	–	–	2	–	–
Shwebo	1888–89	–	–	–	–	–	–	1	–	–	–	–	5	–	4
	1889–90	–	–	–	–	1	–	1	–	–	–	–	4	1	10
	1890–91	–	–	3	–	1	–	1	–	–	–	–	1	2	11
	1891–92	–	–	3	1	1	–	1	–	–	–	1	1	2	11
Ye-u	1888–89	–	–	–	–	–	–	1	–	–	–	–	1	–	–
	1889–90	–	–	–	–	–	–	1	–	–	–	–	1	–	–
	1890–91	–	–	–	–	1	–	1	–	–	–	–	1	–	–
	1891–92	–	–	–	–	1	–	1	–	–	–	–	1	–	1
Sagaing	1888–89	–	–	–	–	–	–	–	–	3	–	–	3	–	3
	1889–90	–	–	–	–	–	–	–	–	3	–	–	3	–	3
	1890–91	–	–	3	–	1	1	–	–	4	–	–	–	–	4
	1891–92	–	–	2	2	1	–	1	–	2	–	1	–	–	4
Lower Chindwin	1888–89	–	–	–	–	–	–	–	–	2	–	–	2	–	2
	1889–90	–	1	1	–	1	–	1	–	–	–	–	1	–	1
	1890–91	–	–	1	–	1	–	–	–	1	–	–	–	–	1
	1891–92	–	–	1	1	–	–	1	–	1	–	–	–	–	1
Upper Chindwin	1888–89	–	–	2	–	–	–	–	–	2	–	–	2	–	–
	1889–90	–	–	3	–	–	–	1	–	3	–	–	3	–	1
	1890–91	–	–	3	–	–	–	1	–	3	–	–	–	–	2
	1891–92	–	–	3		–	–	–	–	4	–	–	–	–	2

III.—Abstract of Liquor and Opium Licenses issued in *Upper Burma* from 1888-89 to 1891-92.—(*a*)—Liquor—*continued.*

District.	Year in which Issued.	Number of Licenses issued in each Form.													
		I.	II.	III.	III A.	IV.	V.	VI.	VII.	VIII.	IX.	X.	XII B.	XIII.	XV.
Myingyan	1888-89	–	–	–	–	1	–	–	–	3	–	–	4	–	7
	1889-90	–	–	–	–	2	–	4	–	–	–	1	3	–	9
	1890-91	–	–	3	–	2	–	–	–	3	–	1	–	–	9
	1891-92	–	–	1	–	2	–	5	–	–	–	1	–	–	9
Pakôkku	1888-89	–	–	–	–	1	–	1	–	–	–	–	3	–	2
	1889-90	–	–	–	–	2	–	4	–	–	–	2	3	–	9
	1890-91	1	1	3	–	2	1	2	–	3	–	1	–	–	9
	1891-92	1	1	1	–	3	–	2	–	3	1	–	–	–	10
Minbu	1888-89	–	–	1	–	–	–	–	–	3	–	–	1	–	5
	1889-90	–	–	–	–	1	–	3	–	–	1	–	4	–	11
	1890-91	–	–	2	–	1	–	4	–	–	1	–	–	–	11
	1891-92	–	–	–	1	1	–	–	–	4	–	–	–	–	11
Mágwe	1888-89	–	–	–	–	–	–	2	–	–	–	–	1	–	3
	1889-90	–	–	–	–	2	–	2	–	–	–	–	3	–	7
	1890-91	–	–	1	–	2	–	–	–	–	–	–	1	–	11
	1891-92	–	–	–	–	–	–	–	–	2	–	1	1	–	10
Kyauksè	1888-89	–	–	–	–	–	–	–	–	2	–	–	1	–	1
	1889-90	–	–	–	–	–	–	–	–	2	–	1	1	–	1
	1890 91	–	–	2	–	–	–	–	–	2	–	1	–	–	2
	1891-92	–	–	2	–	–	–	–	–	2	–	1	–	–	2
Meiktila	1888-89	–	–	–	–	–	–	–	–	4	–	–	4	–	8
	1889-90	–	–	–	–	2	–	–	–	2	–	1	3	–	3
	1890-91	–	–	2	–	1	–	–	–	2	–	–	–	–	3
	1891-92	–	–	2	1	1	–	–	–	2	–	–	–	–	3
Yamèthin	1888-89	–	–	–	–	–	–	–	–	2	–	1	1	–	2
	1889-90	–	–	–	–	3	–	–	–	3	–	1	1	–	2
	1890-91	–	–	2	–	3	–	–	–	3	–	1	–	–	2
	1891-92	–	–	2	1	3	–	–	–	3	–	1	–	–	2
Pyinmana	1888-89	–	–	–	–	2	–	–	–	2	–	–	1	–	2
	1889-90	–	–	–	–	2	–	–	–	2	–	–	1	–	2
	1890-91	–	–	1	–	2	–	–	–	2	–	–	–	–	2
	1891-92	–	–	1	–	2	–	–	–	2	–	–	–	–	1
Total. Upper Burma	1888-89	–	1	3	–	12	–	12	1	23	–	3	36	–	35
	1889-90	1	2	5	–	32	–	19	5	15	1	9	40	1	60
	1890-91	3	5	30	–	32	2	13	7	24	2	5	6	2	69
	1891-92	3	4	22	15	33	4	15	7	27	2	8	12	4	70

(*b*)—OPIUM.

District.	Year in which Issued.	Number of Licenses issued in each Form.	
		II.	III.
Mandalay	1888-89	11	3
	1889-90	3	1
	1890-91	3	1
	1891-92	—	—
Bhamo	1888-89	28	1
	1889-90	—	2
	1890-91	2	2
	1891-92	2	2
Katha	1888-89	—	1
	1889-90	1	1
	1890-91	1	1
	1891-92	—	—
Ruby Mines	1888-89	—	1
	1889-90	—	1
	1890-91	—	2
	1891-92	—	1
Lower Chindwin	1888-89	—	—
	1889-90	—	1
	1890-91	—	1
	1891-92	—	1
Upper Chindwin	1888-89	—	—
	1889-90	—	—
	1890-91	—	—
	1891-92	—	1
Myingyan	1888-89	1	1
	1889-90	1	1
	1890-91	1	1
	1891-92	1	1
Pakkôku	1888-89	1	1
	1889-90	—	2
	1890-91	—	1
	1891-92	—	1
Minbu	1888-89	1	1
	1889-90	1	2
	1890-91	2	2
	1891-92	2	—
Kyauksè	1888-89	—	1
	1889-90	—	1
	1890-91	—	1
	1891-92	—	1
Yamèthin	1888-89	—	1
	1889-90	—	1
	1890-91	—	1
	1891-92	—	1
Pyinmana	1888-89	—	1
	1889-90	—	1
	1890-91	—	1
	1891-92	—	1
TOTAL, UPPER BURMA	1888-89	42	11
	1889-90	6	14
	1890-91	9	14
	1891-92	5	10

FORMS OF LIQUOR LICENSES.

Form I.

LICENSE (to construct) work (or possess) a Distillery after the English method or Brewery.

District.—
No. of license in register.—
Name of distiller.—
In what locality.—

Note.—Counterpart of this to be signed by the holder and filed in the Collector's office.

Be it known that , resident of , is hereby authorised by the undersigned, Collector of , to (construct) work (possess) a distillery [or brewery] at , in the district of , until the 31st March 18 next, after which this license will cease to have effect, unless renewed for the following year.

1.—The conditions of this license are that the holder conform to the provisions of the Excise Act, 1881, and of all rules which have been or which may from time to time be lawfully made thereunder.

2.—If the said commit any breach of the Excise Act, 1881, or of the rules lawfully made thereunder, this license may be cancelled by the Collector.

The 18 . Collector.

Form II.

LICENSE for the wholesale vend of Spirituous and Malt Liquors manufactured in a Distillery or Brewery established in Upper Burma under Section 5 of the Act.

District.—
No. of license in register.—
Name of vendor.—
Locality of vend.—

Note.—Counterpart to be signed by the holder and filed in the Collector's office.

Be it known that , resident of , is hereby authorised by the undersigned, the Collector of , to sell spirituous and malt liquors manufactured at a distillery established in Upper Burma under Section 5 by wholesale in his premises, from the date of this license to the 31st March 18 , subject to the conditions stated below:—

1.—That he pay to Government, in advance for the year, a fee of Rs. 50.

2.—That he sell spirit or malt liquor only in a quantity exceeding two imperial gallons, or twelve reputed quart bottles, at each sale.

3.—That he do not sell any liquor whatever except that manufactured at the distillery.

4.—That he constantly exhibit at his place of vend a signboard bearing his name, and the words "Licensed to vend spirituous and malt liquor manufactured at the licensed distillery of by wholesale."

5. That he do not sell liquor to any Burman.

6.—This license may be cancelled by the Collector if any breach of the Excise Act, or of the rules thereunder, or of the above conditions, is committed by the license-holder, or his partner, or agent, or any other person employed in the premises for which the license is given.

The 18 . Collector.

Form III.

LICENSE for the retail vend of Spirituous and Malt Liquors manufactured at Distilleries or Breweries established in Upper Burma to be drunk on the premises or removed.

District.—
No. of license in register.—
Name of vendor. —
Locality of vend.—

Be it known that , resident of , is hereby authorised by the undersigned, the Collector of , to open a shop at for the sale, by retail, of spirituous and malt liquors manufactured in Upper Burma, from the date of this license to the 31st March 18 .

Note.—Counterpart to be signed by the holder and filed in the Collector's office.

It is required of the holder of this license as a condition of its remaining in force that he duly and faithfully perform and abide by the following articles: —

1.—That he pay to Government, in advance, a sum of Rs. , being one-quarter of the purchase money, and do pay the remaining portion on or before the following dates, that is to say :—

on or before the one-quarter ;
on or before the one-quarter ;
on or before the one-quarter.

2.—That all liquors sold under this license be brought from a local licensed distillery or brewery, or purchased from a licensed wholesale dealer.

3.—That the holder of this license do not, under colour thereof, sell any other liquor than that for which this license is granted or keep any other liquor in his shop.

4.—That he effect his sales of liquor only in the shop for which this license is granted.

5.—That he do not sell to one person in any one day more than two imperial gallons, or twelve quart bottles, of any liquor.

6.—That he do not open his shop, or effect sales therein, before sunrise, or keep it open, or effect sales therein, after 8 p.m., and that he do not harbour any person therein during the night.

7.—That he do not receive any wearing-apparel or other goods in barter for liquor.

8.—That he do not sublet his shop or transfer his license.

9.—That he do not sell any liquor to any European soldier or to any Burman.

10.—That he do not permit persons of notoriously bad character to resort to his shop; that he prevent gaming and disorderly conduct therein; and that he give information to the nearest magistrate or police officer of any suspected persons who may resort to his shop.

11.—That he have constantly fixed up, at the entrance of his shop, a signboard bearing the following inscription, both in English and in Burmese :—

(Name of vendor.)

"Licensed to sell by retail, to be drunk on the premises or removed, spirituous and malt liquor manufactured in Upper Burma."

12.—That he at once produce his license for inspection on demand of any excise officer, and do not prevent any excise officer of whatever grade from entering his shop at any hour of the day or night.

13.—This license may be cancelled by the Collector if any breach of the Excise Act, or of the rules thereunder, or of the above conditions, is committed by the license-holder, or his partner, or agent, or any other person employed in the premises for which the license is given, and in such case any liquor found on the license-holder's premises may be confiscated.

The 18 . Collector.

Form III A.

LICENSE for the retail vend of Malt Liquors manufactured in a Licensed Brewery in Burma to be drunk on the premises or removed.

District.—
No. of license in register.—
Name of licensed vendor.—
Locality of vend.—

Note.—Counterpart to be signed by the holder and filed in the Collector's office.

Be it known that , resident of , is hereby authorised by the Collector of to open a shop at for the sale by retail of malt liquor manufactured in Burma from the date of this license to the 31st March 18 .

It is required of the holder of this license, as a condition of its remaining in force, that he duly and faithfully perform and abide by the following articles :—

1.—That all malt liquors sold under the license be bought from a local licensed brewery or purchased from a licensed wholesale dealer.

2.—That the holder of this license do not, under colour thereof, sell any imported malt liquors.

3.—That he effect his sales only in the shop for which the license is granted, and that he do not sell liquor in any other place or establish a second shop without another separate license.

4.—That he do not sell to one person in any one day more than two imperial gallons, or 12 quart bottles, of any malt liquor which he is authorised to sell.

5.—That he do not receive any wearing-apparel or other goods in barter for liquor.

6.—That he do not open his shop or effect sales therein before sunrise, or keep it open or effect sales therein after 9 p.m., and that he do not harbour suspicious characters therein.

7.—That he do not permit persons of notoriously bad character to resort to his shop; that he prevent gaming and disorderly conduct therein, and that he give information to the nearest magistrate or police officer of any suspected persons who may resort to his shop.

8.—That he have constantly fixed up at the entrance of his shop a signboard bearing the following inscription both in English and in Burmese:—

(Name of vendor.)

"Licensed to sell by retail, to be drunk on the premises or renoved, malt liquor manufactured at breweries in Burma."

9.—That he at once produce for inspection on demand of any excise officer above the rank of constable his license, and do not prevent any excise officer of whatever grade from entering his shop at any hour of the day or night.

10.—That he do not sell any liquor to any European soldier.

11.—That the shop for which this license is granted have but one door for ingress and egress.

The infringement of the above conditions will subject the license-holder to forfeiture of this license in addition to the penalties prescribed in Sections 37, 39, and 40 of Act XXII. of 1881, or any other penalties he may have incurred.

The 18 . Collector.

Form IV.

LICENSE for the wholesale vend of Foreign Spirit and Foreign Fermented Liquor.

District.—
Number of license in register. —
Name of vendor.—
Locality of vend.—

Be it known that , resident of , is hereby authorised by the undersigned, Collector of , to sell foreign spirit and foreign fermented liquor wholesale in his premises at till the 31st March 18 , subject to the conditions stated below:—

Note.—Counterpart to be signed by the holder and filed in the office of the Collector.

1.—That he pay to Government, in advance for the year, a fee of Rs. 100.

2.—That he sell either foreign spirituous or fermented liquor in a quantity not less than two imperial gallons, or 12 reputed quart bottles, at one time.

Illustration.—A sale at one time of an assortment consisting of two imperial gallons of both foreign spirituous and fermented liquor is not permissible. A sale at one time of two imperial gallons of spirituous liquor or two imperial gallons of fermented liquor is compulsory.

3.—That he constantly exhibit a signboard at his place of vend bearing his name and the words, "Licensed to vend foreign spirit and foreign fermented liquor by wholesale."

4.—That he do not sell liquor to any European soldier or Burman.

5.—This license may be cancelled by the Collector if any breach of the Excise Act, or of the rules thereunder, or of the above conditions, is committed by the license-holders, or his partner, or agent, or any other person employed in the premises for which the license is given, and in such case any liquor found on the license-holder's premises may be confiscated.

The 18 . Collector.

Form V.

LICENSE at a Fixed Fee for the retail vend of Spirits and Fermented Liquors manufactured anywhere except in Asia in quantities of not less than one pint bottle, not to be drunk on the premises.

District.—
No. of license in register.—
Name of vendor.—
Locality of vend.—

Be it known to all concerned that , resident of , is hereby authorised by the undersigned, Collector of , to open a shop at , from the date of this license to the 31st March 18 , for the sale by retail of foreign spirit and fermented liquor manufactured anywhere except in Asia.

It is required of the holder of this license, as a condition of its remaining in force, that he duly and faithfully perform and abide by the following articles :—

1.—That he pay to Government, in advance, a fee of Rs. 500.

2.—That he do not sell any liquor manufactured in Asia.

3.—That he effect his sale of liquors only in the shop for which this license is granted, and that he do not sell liquor in any other place, or establish a second shop.

4.—That he do not sell more than two imperial gallons, or 12 reputed quart bottles, or less than one pint bottle, of liquor to any person at one sale.

5.—That he do not allow any liquor to be drunk in his shop or on his premises.

6.—That he do not open his shop, or effect sales therein, before sunrise, nor keep it open, or effect sales therein, after 6 p.m., and that he do not harbour any person therein during the night.

7.—That he do not receive any wearing-apparel or other goods in barter for liquor.

8.—That he do not sublet his shop or transfer his license.

9.—That he do not sell any kind of liquor to any European soldier or to any Burman.

10.—That he have constantly fixed up, at the entrance of his shop, a signboard bearing the following inscription in English and in Burmese :—

"Licensed to sell by retail spirituous liquors manufactured anywhere except in Asia in quantities of not less than one pint bottle, not to be drunk on the premises."

11.—That he produce his license for inspection on demand of any excise officer, and that he do not prevent any excise officer above the rank of a constable from entering his shop at any hour of the day or night.

12.—This license may be cancelled by the Collector if any breach of the Excise Act, or of the rules thereunder, or of the above conditions, is committed by the license-holder, or his partner, or agent, or any other person employed in the premises for which the license is given.

The 18 . Collector.

Form VI.

LICENSE for the retail vend of Foreign Spirit and Foreign Fermented Liquor not to be drunk on the premises.

District.—
Number of license in register.—
Name of vendor.—
Locality of vend.

Note.—Counterpart of this will be signed by the license-holder and deposited in the Collector's office.

Be it known to all concerned that , resident of , is hereby authorised by the undersigned, Collector of , to open a shop at ; in , from the date of this license to the 31st March, for the sale, by retail, of foreign spirit and foreign feremented liquor, not to be drunk on the premises.

It is required of the holder of this license as a condition of its remaining i force, that he duly and faithfully perform and abide by the following articles:—

1.—That he pay to Government, in advance, the sum of Rs. being one-quarter of the purchase-money, and do pay the remaining portion on or before the following dates, that is to say :—

on or before the	one-quarter ;
on or before the	one-quarter ;
on or before the	one-quarter.

2.—That he sell no other liquor than that for which this license is granted.

3.—That he effect his sale of liquors only in the shop for which this license is granted, and that he do not sell liquors in any other place, or establish a second shop, without another separate license.

4.—That he do not sell more than two imperial gallons, or twelve reputed quart bottles, or less than one pint bottle, to any person at one time.

5.—That he do not allow any liquor to be drunk in his shop or on his premises.

6.—That he do not open his shop, or effect sales therein, before sunrise, nor keep it open, or effect sales therein, after 8 p.m., and that he do not harbour any person therein during the night.

7.- That

7.—That he do not receive any wearing-apparel or other goods in barter for liquor.

8.—That he do not sublet his shop or transfer his license.

9.—That he do not sell any kind of liquor to any European soldier or to any Burman.

10.—That he have constantly fixed up at the entrance of his shop a sign-board bearing the following inscription in English and in Burmese:—

(Name of vendor.)

"Licensed to sell by retail foreign spirit and foreign fermented liquor in quantities of not less than one pint bottle, not to be drunk on the premises."

11.—That he produce his license for inspection on demand of any excise officer, and that he do not prevent any excise officer from entering his shop at any hour of the day or night.

12.—This license may be cancelled by the Collector if any breach of the Excise Act, or of the rules thereunder, or of the above conditions, is committed by the license-holder, or his partner, or agent, or any other person employed in the premises for which the license is given, and in such case any liquor found on the license-holder's premises may be confiscated.

The 18 . Collector.

Form VII.

LICENSE for the retail vend of Foreign Spirit and Foreign Fermented Liquor in Public-houses, not to be removed from the premises.

District.—
No of license in register.—
Name of vendor.—
Locality of vend.—

Be it known to all concerned that , resident of , is hereby authorised by the undersigned, Collector of , to sell foreign spirit and foreign fermented liquor by retail at a public-house situate at , from the date of this license to the 31st March 18 .

Note.—Counterpart of this to be signed by the license-holder and deposited in the Collector's office.

It is required of , as a condiction of the license remaining in force, that he duly and faithfully abide by the following conditions:—

1.—That he pay to Government, in advance, the sum of Rs. , being one-quarter of the purchase-money, and do pay the remaining portion on or before the following dates, that is to say:—

on or before the	one-quarter;
on or before the	one-quarter;
on or before the	one-quarter.

2.—That he sell no other liquor than that for which this license is granted.

3.—That he sell liquor only at the public-house for which this license is granted, and that he do not permit the removal from the premises of the liquor sold.

4.—That he do not open the said public-house, or effect sales therein, before sunrise nor keep it open, or effect sales therein, after 8 p.m., and that he do not harbour any person during the night.

5.—That he do not receive any wearing-apparel or other goods in barter for liquor.

6.—That he do not sublet his shop or transfer his license.

7.—That he do not sell any kind of liquor whatever to any European soldier or to any Burman.

8.—That he maintain peace and good order within the precincts of the said public-house.

 9.—That

9.—That he do not permit persons of notoriously bad character to resort to his public-house; that he prevent gaming and disorderly conduct therein; and that he give information to the nearest magistrate or police officer of any suspected persons who may resort to his public-house.

10.—That the public-house for which this license is granted be kept in substantial repair and have but one door for ingress and egress.

11.—That he have constantly fixed up, at the entrance of his public-house, a signboard bearing the following inscription in English:—

(Name of vendor or vendors.)

"Licensed to sell by retail foreign spirit and foreign fermented liquor, to be drunk on the premises only."

12.—That he produce his license for inspection on demand of any excise officer, and that he do not prevent any excise officer from entering his shop at any hour of the day or night.

13.—This license may be cancelled by the Collector if any breach of the Excise Act, or of the rules thereunder, or of the above conditions, is committed by the license-holder, or his partner, or agent, or any other person employed in the premises for which the license is given, and in such case any liquor found on the license-holder's premises may be confiscated.

The 18 . Collector.

Form VIII.

LICENSE for the retail vend of Foreign Spirit and Foreign Fermented Liquor to be drunk on the premises or removed.

District.—
Number of license in register.—
Name of vendor.—
Locality of vend.—

Note.—Counterpart to be signed by the holder and filed in the Collector's office.

Be it known that , resident of , is hereby authorised by the undersigned, the Collector of , to open a shop at , for the sale by retail of foreign spirit and foreign fermeuted liquors from the date of this license to the 31st March 18 .

It is required of the holder of this license, as a condition of its remaining in force, that he duly and faithfully perform and abide by the following articles:—

1.—That he pay to Government, in advance, a sum of Rs. , being one-quarter of the purchase-money, and do pay the remaining portion on or before the following dates, that is to say:—

on or before the one-quarter;
on or before the one-quarter;
on or before the one-quarter.

2.—That he sell no other liquor than that for which this license is granted.

3.—That he effect his sales of liquor only in the shop for which this license is granted, and that he do not sell liquor in any other place.

4.—That he do not sell more than two imperial gallons, or more than twelve reputed quart bottles, to any person in one day.

5.—That he do not open his shop, or effect sales therein, before sunrise, or keep it open, or effect sales therein, after 8 p.m., and that he do not harbour any person therein during the night.

6.—That he do not receive any wearing-apparel or other goods in barter for liquor.

7.—That he do not sublet his shop or transfer his license.

8.—That

8.—That he do not sell any liquor whatever to any European soldier or to any Burman.

9.—That he maintain peace and good order within the precincts of his shop.

10.—That he do not permit persons of notoriously bad character to resort to his shop; that he prevent gaming and disorderly conduct therein, and that he give information to the nearest magistrate or police officer of any suspected persons who may resort to his shop.

11.—That the shop for which this license is granted be kept in substantial repair, and that it have but one door for ingress and egress.

12.—That he have constantly fixed up at the entrance of his shop a sign-board bearing the following inscription both in English and in Burmese:—

(Name of vendor.)

"Licensed to sell by retail, to be drunk on the premises or removed, foreign spirit and foreign fermented liquor."

13.—That he at once produce his license for inspection on demand of any excise officer, and do not prevent any excise officer from entering his shop at any hour of the day or night.

14.—This license may be cancelled by the Collector if any breach of the Excise Act, or of the rules thereunder, or of the above conditions, is committed by the license-holder or his partner, or his agent, or any other person employed in the premises for which the license is given, and in such case any liquor found on the license-holder's premises may be confiscated.

The 18 . Collector.

Form IX.

LICENSE for the retail vend of Spirits and Fermented Liquor manufactured anywhere except in Asia in an hotel, not to be removed from the premises.

District.—
No. of license in register.—
Name of vendor.—
Locality of vend.—

Be it known to all concerned that , resident of , is hereby authorised by the undersigned, Collector of , to sell by retail foreign spirit and foreign fermented liquor manufactured anywhere except in Asia at an hotel situate at , from the date of this license to the 31st March 18 .

Note.—Counterpart of this to be signed by the license-holder and filed in the Collector's office.

It is required of , as a condition of the license remaining in force, that he duly and faithfully abide by the following conditions:—

1.—That he pay to Government, in advance, a fee of Rs. 100.

2.—That he sell liquor only at the hotel for which this license is granted, and only to residents in the hotel and to *bonâ fide* travellers, and do not permit the liquor to be removed from the premises.

3.—That he sell no spirituous or fermented liquors manufactured in Asia.

4.—That he maintain peace and good order within the precincts of the said hotel.

5.—That he do not sell any kind of liquor whatever to any European soldier or to any Burman.

This license may be cancelled by the Collector if any breach of the Excise Act, or of the rules thereunder, or of the above conditions, is committed by the license-holder, or his partner, or his agent, or any other person employed in the premises for which the license is given.

The 18 . Collector.

Form X.

LICENSE for the retail vend of Spirits and Fermented Liquor manufactured anywhere except in Asia at the bar of an hotel or of a refreshment-room at a Railway Station, to be drunk on the premises only.

District.—
No. of license in register.—
Name of vendor.—
Locality of vend.—

Note.—Counterpart of this to be signed by the license-holder and filed in the Collector's office.

Be it known to all concerned that , resident of , is hereby authorised by the undersigned, Collector of , to sell foreign spirit and foreign fermented liquor by retail at the bar of an hotel (or refreshment-room) situated at , from the date of this license to the 31st March 18 .

It is required of , as a condition of the license remaining in force, that he duly and faithfully abide by the following articles:—

1.—That he pay to Government a fee of Rs. 500.

2.—That he sell liquor only at the bar for which the license is granted, and that he do not permit the liquor to be removed from the premises.

3.—That he do not sell liquor to any Burman.

(In the case of an hotel.)

4.—That the bar shall be within the hotel and not opening directly on the street.

5.—That he sell no spirituous or fermented liquors manufactured in Upper Burma or in any other part of Asia.

6.—That he maintain peace and good order at the said bar.

7.—That he do not sell any kind of liquor whatever to any European soldier or to any Burman.

8.—That he produce his license for inspection on demand of any excise officer, and that he do not prevent any excise officer above the rank of a constable from entering the premises at any hour of the day or night.

9.—This license may be cancelled by the Collector if any breach of the Excise Act, or of the rules thereunder, or of the above conditions, is committed by the license-holder, or his partner, or his agent, or any other person employed in the premises for which the license is given, and in such case any liquor found on the license-holder's premises may be confiscated.

The 18 . Collector.

Form XI.

LICENSE to sell Imported Spirit and Imported Fermented Liquor to Passengers and others on board Steamers and other Vessels employed in the inland or interport traffic of Upper Burma.

District.—
No. of license in register.—
Name of vendor.—
Name of vessel.

Note.—Counterpart of this to be signed by the license-holder and filed in the Collector's office.

Be it known that , for the time being of the employed in the inland (or interport) traffic of Upper Burma, is hereby authorised by the undersigned, Collector of , to sell therein by retail wines, spirits, and beer till the 31st March 18 .

It is required of the holder of this license, as a condition of its remaining in force, that he duly and faithfully perform and abide by the following conditions:—

1.—That he pay to Government, in advance, a fee of Rs.

2.—That

2.—That he do not sell the above spirits or liquors to any persons except such as are at the time employed in, or passengers upon, the said vessel, and that he do confine their sale to the said vessel only, and do not sell for removal from the vessel.

3.—That he do not sell any liquor to any Burman.

4.—This license may be cancelled by the Collector if any breach of the Excise Act, or of the rules thereunder, or of the above conditions, is committed by the license holder, or his partner, or his agent, or any other person employed in the premises for which the license is given.

The 18 . Collector.

Form XII A.

LICENSE for the manufacture of Spirits in a Government Distillery after the Native method, and for the sale of Spirits so manufactured.

District.—
Registered No.—
Name.—
Locality of distillery.—

Be it known to all concerned , resident of , is hereby authorised by the undersigned, Collector of , to erect a still and distil spirits in the distillery, and also to open a shop at , for the sale of spirits so manufactured from the date of this license up to the 31st March 18 .

It is required of the holder of this license, as a condition of its remaining in force, that he duly and faithfully perform and abide by the following conditions:—

1.—That he do pay to the Government, in advance, a sum of Rs. , being one-quarter of the purchase-money, and do pay the remaining portion on the following dates, that is to say:—

on the one-quarter;
on the one-quarter;
on the one-quarter.

2.—That he work only still , which shall not be capable of containing gallons or quart bottles in the boiler, and that he do not work his still before sunrise or after sunset.

3. That he work his still only days in the , and that he gave notice to the resident officer in charge of the police station of the days on which he intends to work his still.

4.—That he sell no spirits but the produce of his still.

5.—That he effect sales of spirits only in the shop for which this license is granted, and that he do not sell spirits in any other place, or establish a second shop without another separate license.

6.—That he do not sell more than quart bottles to any person in one day.

7.—That he do not open his shop, or effect sales therein, before sunrise, or keep it open, or effect sales therein, after 8 p.m., and that he do not harbour any person therein during the night.

8.—That he do not receive any wearing-apparel or other goods in barter for liquor.

9.—That he do not sublet his shop or transfer his license.

10.—That he do not sell any kind of liquor whatever to any European soldier or to any Burman.

 11.—That

11.—That he do not permit persons of notoriously bad character to resort to his shop; that he prevent gaming and disorderly conduct therein; and that he give information to the nearest magistrate or police officer of any suspected person who may resort to the shop.

12.—That he have constantly fixed up, at the entrance of his shop, a signboard bearing the following inscription in Burmese :—

(Name of Vendor.)

"Licensed manufacturer and vendor of country spirits."

13.—That he do not adulterate, so as to render it noxious to health, any liquor sold by him.

14.—That he will at once produce his license on the demand of any excise officer, and that he do not prevent any excise officer from entering his shop at any hour of the day or night.

15.—This license may be cancelled by the Collector if any breach of the Excise Act, or of the rules thereunder, or of the above conditions, is committed by the license-holder, or his partner, or his agent, or any other person employed in the premises for which the license is given, and in such case any liquor found on the license-holder's premises may be confiscated.

The 18 . . Collector.

Form XII B.

LICENSE for the manufacture and sale of Country Spirits to be drunk on the premises or removed.

District. —
Registered No.—
Name.—
Locality of shop.—

Note.—Counterpart of this to be signed by the license-holder and filed in the Collector's office.

Be it known to all concerned that , resident of , is hereby authorised by the undersigned, Collector of , to work a still at , in , for the manufacture of country spirits, and also to open a shop at the same place for the sale of the spirits which he may manufacture, from the date of this license to the 31st March 18 .

It is required of the holder of this license, as a condition of its remaining in force, that he duly and faithfully perform and abide by the following conditions :—

1.—That he do pay to the Government, in advance, a sum of Rs. being one-quarter of the purchase-money, and do pay the remaining portion on the following dates, that is to say :—

on the one-quarter;
on the one-quarter;
on the one-quarter.

2.—That he work only still , which shall not be capable of containing more than gallons, or quart bottles in the boiler, and that he do not work his still before sunrise or after sunset.

3.—That he work his still only days in the , and that he gave notice to the resident officer in charge of the police station of the days on which he intends to work his still.

4.—That he sell no spirits but the produce of his still.

5.—That he effect sales of spirits only in the shop for which this license is granted, and that he do not sell spirits in any other place, or establish a second shop without another separate license.

6.—That

6.—That he do not sell more than quart bottle to any person in one day.

7.—That he do not open his shop or effect sales therein, before sunrise, or keep it open, or effect sales therein, after 8 p.m., and that he do not harbour any person therein during the night.

8.—That he do not receive any wearing-apparel or other goods in barter for liquor.

9.—That he do not sublet his shop or transfer his license.

10.—That he do not sell any kind of liquor whatever to any European soldier or to any Burman.

11.—That he do not permit persons of notoriously bad character to resort to his shop; that he prevent gaming and disorderly conduct therein, and that he give information to the nearest magistrate or police officer of any suspected person who may resort to the shop.

12.—That he have constantly fixed up, at the entrance of his shop, a signboard bearing the following inscription in Burmese:—

(Name of vendor.)

"Licensed manufacturer and vendor of country spirits."

13.—That he do not adulterate, so as to render it noxious to health, any liquor sold by him.

14.—That he will at once produce his license on the demand of any excise officer, and that he do not prevent any excise officer from entering his shop at any hour of the day or night.

15.—This license may be cancelled by the Collector if any breach of the Excise Act, or of the rules thereunder, or of the above conditions, is committed by the license-holder, or his partner, or his agent, or any other person employed in the premises for which the license is given, and in such case any liquor found on the license-holder's premises may be confiscated.

The 18 . Collector.

Form XIII.

LICENSE for the retail vend of Country Spirits to be drunk on the premises only.

District.—
Number of license in register.—
Name of vendor.—
Locality of vend.—

Be it known that , resident of , is hereby authorised by the undersigned, the Collector of , to open a shop at for the sale, by retail, of country spirits manufactured at the outstill at from to the .

Note.—Counterpart to be signed by the holder and filed in the Collector's office.

It is required of the holder of this license, as a condition of its remaining in force, that he duly and faithfully perform and abide by the following conditions:—

1.—That he pay to Government, in advance, a sum of Rs. , being one-quarter of the purchase-money, and do pay the remaining portion on or before the following dates, that is to say,—

on or before the one-quarter;
on or before the one-quarter;
on or before the one-quarter.

2.—That the holder of this license do not, under colour thereof, sell any other liquor than country spirits manufactured at the outstill, or keep any other liquor in his shop.

3.—That he effect his sales of liquor only in the shop for which this license is granted.

4.—That he do not sell to one person in any one day more than one quart bottle of liquor, and that he do not allow it to be removed from the premises.

5.—That he do not open his shop, or effect sales therein, before sunrise, or keep it open, or effect sales therein, after 8 p.m., and that he do not harbour any person therein during the night.

6.—That he do not receive any wearing-apparel or other goods in barter for liquor.

7.—That he do not sublet his shop or transfer his license.

8.—That he do not sell any liquor to any European soldier or to any Burman.

9.—That he do not permit persons of notoriously bad character to resort to his shop; that he prevent gaming and disorderly conduct therein, and that he give information to the nearest magistrate or police officer of any suspected person who may resort to his shop.

10.—That he have constantly fixed up, at the entrance of his shop, a sign-board bearing the following inscription both in English and in Burmese :—

(Name of vendor.)

"Licensed to sell by retail, to be drunk on the premises, country spirit manufactured at ."

11.—That he at once produce his license for inspection on demand of any excise officer, and do not prevent any excise officer from entering his shop at any hour of the day or night.

12.—This license may be cancelled by the Collector if any breach of the Excise Act, or of the rules thereunder, or of the above conditions, is committed by the license-holder, or his partner, or his agent, or any other person employed in the premises for which the license is given, and in such case any liquor found on the license-holder's premises may be confiscated.

The 18 . Collector.

Form XIV.

LICENSE to manufacture and sell by retail Country Fermented Liquor manufactured from Rice to be drunk on or removed from the premises.

District.—
Register No. of license.—
Name of vendor.—
Locality of shop.—

Note.—Counterpart of this will be signed by the license-holder and deposited in the Collector's office.

Be it known that , resident of , in the district of , is hereby authorised by the undersigned, Collector of , to open a shop for the manufacture and sale by retail of , at , from the date of this license to 31st March 18 .

It is required of the holder of this license, as a condition of its remaining in force, that he duly and faithfully perform and abide by the following conditions :—

1.—That he pay to Government, in advance, a sum of Rs. , being one-quarter of the purchase-money, and do pay the remaining portion on the following dates, that is to say :—

on the one quarter;
on the one-quarter;
on the one-quarter.

2.—That he sell no other liquor than that for which this license is granted, and do not keep any other liquor in his shop.

3.—That

3.—That he effect sales only in the shop for which this license is granted, and that he do not sell fermented liquor in any other place, or establish a second shop without a separate license.

4.—That he do not sell more than four reputed quart bottles to one person in one day.

5.—That he do not open his shop, or effect sales therein, before sunrise; that he do not keep it open, or effect sales therein, after 8 p.m.; and that he do not harbour any person therein during the night.

6.—That he do not receive any wearing-apparel or other goods in barter for liquor.

7.—That he do not sublet his shop or transfer his license.

8.—That he do not sell any kind of liquor whatever to any European soldier or to any Burman.

9.—That he do not permit persons of notoriously bad character to resort to his shop; that he prevent gaming and disorderly conduct therein, and that he give information to the nearest magistrate or police officer of the resort to his shop of any suspected person.

10.—That he do not adulterate, so as to render it noxious to health, any liquor sold by him.

11.—That he have constantly fixed up, at the entrance of his shop, a sign-board bearing the following inscription in Burmese:—

(Name of vendor.)

"Licensed vendor of ."

12.—That he will at once produce his license on the demand of any excise officer, and that he do not prevent any excise officer from entering his shop at any hour of the day or night.

13.—This license may be cancelled by the Collector if any breach of the Excise Act, or of the rules thereunder, or of the above conditions, is committed by the license-holder, or his partner, or his agent, or any other persons employed on the premises for which the license is given, and in such case any liquor found on the license-holder's premises may be confiscated.

The 18 . Collector.

Form XV.

LICENSE to sell Tari or Dhaniye, or Onye by retail, to be drunk on the premises.

District.—
Register No. of license.—
Name of vendor.—
Locality of shop or shops.
Circles from which the palm-juice is to be obtained.—

Be it known that , resident of , in the district of , is hereby authorised by the undersigned, Collector of , to open , shop for the sale, by retail, of tari at , from the date of this license to the 31st March 18 .

Note.—Counterpart of this will be signed by the license-holder and deposited in the Collector's office.

It is required of the holder of this license, as a condition of its remaining in force, that he duly and faithfully perform and abide by the following conditions:—

1.—That he pay to Government, in advance, the sum of Rs. , being one-quarter of the purchase-money, and do pay the remaining portion on the following dates, that is to say:—

on the one-quarter;
on the one-quarter;
on the one-quarter.

 2.—That

2.—That he sell no other liquor than the juice of palm trees, and that he sell only the produce of palm or date trees growing within the limits of the circles named in this license. (To be inserted only if circles are fixed.)

3.—That he effect sales only in the shop for which this license is granted, and that he do not sell tari in any other place, or establish a second shop without a separate license.

4.—That he do not sell more than four reputed quart bottles to one person in one day.

5.—That he do not open is shop, or effect sales therein, before sunrise; that he do not keep it open, or effect sales therein, after 8 p.m.; and that he do not harbour any person therein during the night.

6.—That he do not receive any wearing-apparel or other goods in barter for liquor.

7.—That he do not sublet his shop or transfer his license.

8.—That he do not sell tari to any European soldier.

9.—That he do not permit persons of notoriously bad character to resort to his shop; that he prevent gaming and disorderly conduct therein; and that he give information to the nearest magistrate or police officer of any suspected person who may resort to his shop.

10.—That he do not adulterate, so as to render it noxious to health, any liquor sold by him.

11.—That he have constantly fixed up, at the entrance of his shop, a signboard bearing the following inscription in Burmese:—

(Name of vendor.)

"Licensed vendor of tari."

12.—That he will at once produce his license on demand of any excise officer, and that he do not prevent any excise officer from entering his shop at any hour of the day or night.

13.—This license may be cancelled by the Collector if any breach of the Excise Act, or of the rules thereunder, or of the above conditions, is committed by the license-holder, or his partner, or his agent, or any other person employed in the premises for which the license is given, and in such case any liquor found on the license-holder's premises may be confiscated.

The 18 . Collector.

Form XVI.

LICENSE to sell Tari to a Licensed Vendor.

Register No. of license.—
Name of vendor.—
Circle in which trees are situated.—

Note.—Counterpart of this will be deposited in the Collector's office.

Be it known that , resident of , in the district of , is hereby authorised by the undersigned, Collector of , to sell , the produce of his palm trees situated at , to , the holder of a license to sell tari by retail at .

1.—The license-holder shall pay to Government a sum of Rs. , being one anna a tree, for tree .

2.—Neither the holder of this license nor his servants shall sell the produce of his trees to any person other than the said .
Breach of this condition will render the holder of this license liable to forfeit it as well as to the penalties prescribed by the Excise Act, 1881.

Forms of Opium Licenses.

Form No. II.

License for the wholesale vend of Opium and Poppy-heads granted under Rule 30.

License to sell opium and poppy-heads is granted to
subject to the undermentioned conditions and to all other provisions relating to the wholesale vend of these articles contained in the Opium Act, 1878, and in the rules published thereunder:—

(1.) That he shall only sell opium and poppy-heads in the districts and places specified below.

(2.) That he shall only sell these articles to other holders of licenses for wholesale vend and to licensed vendors and farmers and other persons specially licensed under Rule 9 (iii) in quantities not less than 10 seers in the case of opium, and not less than 20 seers in the case of poppy-heads.

(3.) That he shall not sell these articles to Burmans.

Districts and places in which opium, intoxicating drugs, and poppy-heads may be sold:

This license remains in force for one year from date of issue and shall be returned on expiry to the Deputy Commissioner of

Dated }
District } Deputy Commissioner.

Form No. III.

License for the retail vend of Opium and Poppy-heads granted under Rule 33.

District.—
Number of license in register.—
Name of licensed vendor.—
Locality of shop.—

Be it known that , resident of circle, is hereby authorised by the Deputy Commissioner of to sell opium and poppy-heads by retail at in from the date of this license to the day of 18 upon the following conditions:—

(1.) That he will pay to Government a quarterly duty of Rs. , to be paid in advance, the first instalment on receiving this licnese, and subsequent instalments on or before the first day of every succeeding quarter.

(2.) That he will retail opium and poppy-heads only in the shop for which this license is granted.

(3.) That except to a licensed vendor, a farmer, or a holder of a license for wholesale vend, or a person holding a special pass from the Deputy Commissioner under Rule 9, Clause (iii), he will not sell to any one person at one time more than 10 tolas weight of opium and five seers weight of poppy-heads, or to a medical practitioner more than half a seer of opium or 10 seers of poppy-heads.

(4.) That he will not adulterate the opium sold by him.

(5.) That he will not receive any wearing-apparel or other goods in barter for opium or poppy-heads.

(6.) That he will not open his shop or make sales therein before sunrise, that he will not keep it open, or make sales therein, after 9 p.m., and that he will not harbour any person therein during the night.

(7.) That he will not sell opium or poppy-heads to any Burman.

(8.) That he will not permit persons of notoriously bad character to resort to his shop, that he will prevent gaming and disorderly conduct therein, and that he will give information to the nearest magistrate or police officer of the presence of any suspected person who may resort to his shop.

(9.) That he will have constantly fixed up, at the entrance of his shop, a signboard bearing the following inscription in legible characters in the vernacular language of the country.

(Name of vendor.)

"License to retail opium and poppy-heads."

(10.) That if he buy less than , which is the quantity estimated to be retailed at in each month, he will, if required, explain the reason of the falling off to the Deputy Commissioner.

(11.) That he will keep up daily an account in the following form showing the receipt and deliveries of opium at his shop each day and the balance in store: —

Date.	Quantity of Opium in Store from Yesterday.	Quantity of Poppy-Heads in Store from Yesterday.	Quantity of Opium Received this Day and whence Received.	Total Quantity to be Accounted for.		Quantity Sold this Day.		Quantity Left in Store.	
				Opium.	Poppy-Heads.	Opium.	Poppy-Heads.	Opium.	Poppy-Heads.

(12.) That he will at once produce his license and accounts for inspection on the demand of any officer of any of the departments of Excise, Police, Customs, Salt, Opium, or Revenue, superior in rank to a peon or constable, empowered under Section 14 of the Opium Act; and that he will not prevent any such officer, of whatever rank, from entering his shop at any hour of the day or night.

(13.) This license shall have effect from to , and unless renewed by the order of the Deputy Commissioner by the day of on which day period for which it was granted expires, shall cease to remain in force, notwithstanding that a special order recalling it has not been issued by the Deputy Commissioner.

(14.) This license may be recalled by the Deputy Commissioner:—

(*a*) for default of punctual payment of the duty stipulated to be paid in Clause (1);

(*b*) for violation of any of the conditions specified in this license;

(*c*) if the holder of this license be convicted of breach of the peace or of any other criminal offence during the currency of this license.

Should the license be recalled for any of these causes, the license-holder shall have no claim to any compensation whatever, or to any refund of any duty or instalment of duty already paid. But it shall be in the discretion of the Deputy Commissioner

Commissioner to make such compensation or refund should he consider it necessary or advisable to do so.

Should the Deputy Commissioner desire to recall this license before the expiry of the period for which it has been granted for any other cause than those above specified (*a*) (*b*) and (*c*), he shall give 15 days' previous notice and remit a sum equal to the duty for 15 days, or if notice be not given shall make such further compensation in default of notice as the Commissioner shall direct—

(15.) This license may be surrendered by the license-holder on his giving one month's notice to the Deputy Commissioner and paying such fine, not exceeding the amount of the duty for six months, or the amount of the loss caused to Government by the failure to carry out any condition imposed, as the Deputy Commissioner may adjudge. Should the Deputy Commissioner be satisfied that the reason for resigning the license is adequate, he may, with the sanction of the Chief Revenue Authority, remit the fine.

(16.) On the infringement of any of the above articles, or of any of the conditions imposed by the Opium Act, 1878, or by the rules made thereunder, this license and any other license or licenses that the holder may have obtained for the sale of opium and poppy-heads shall be forfeited He will also be liable to the punishment prescribed by law for the specific offence committed.

ABSTRACT of LICENSES as by the Form used in Parliamentary Paper No. 319, dated 2nd August 1888.

A.—LIQUOR LICENSES.

				Rs.	*a.*	*p.*
Mandalay	19	Licenses in	1888–89 paying	1,75,572	–	–
	25	„	1889–90 „	1,38,526	–	–
	29	„	1890–91 „	43,849	–	–
	40	„	1891–92 „	53,010	–	–
Bhamo	4	„	1888–89 „	8,850	–	–
	6	„	1889–90 „	6,300	–	–
	5	„	1890–91 „	13,875	–	–
	12	„	1891–92 „	18,170	–	–
Katha	3	„	1888–89 „	12,520	–	–
	5	„	1889–90 „	4,390	–	–
	5	„	1890–91 „	5,130	–	–
	8	„	1891–92 „	8,690	–	–
Ruby Mines	1	„	1888–89 „	2,400	–	–
	2	„	1889–90 „	465	–	–
	5	„	1890–91 „	3,450	–	–
	7	„	1891–92 „	10,145	–	–
Shwebo	10	„	1888–89 „	11,190	–	–
	17	„	1889–90 „	17,100	–	–
	19	„	1890–91 „	12,390	–	–
	21	„	1891–92 „	16,605	–	
Ye-u	2	„	1888–89 „	2,075	–	–
	2	„	1889–90 „	950	–	–
	3	„	1890–91 „	3,020	–	–
	4	„	1891–92 „	3,805	–	–
Sagaing	9	„	1888–89 „	8,475	–	–
	9	„	1889–90 „	38,130	–	–
	13	„	1890–91 „	5,832	8	–
	13	„	1891–92 „	8,490	–	–
Lower Chindwin	6	„	1888–89 „	21,660	–	–
	6	„	1889–90 „	11,000	–	
	4	„	1890–91 „	6,190	–	–
	5	„	1891–92 „	7,750	–	–
Upper „	6	„	1888–89 „	1,460	–	–
	11	„	1889–90 „	2,820	–	–
	9	„	1890–91 „	11,570	–	–
	12	„	1891–92 „	3,475	–	–
Myingyan	14	„	1888–89 „	28,215	–	–
	19	„	1889–90 „	28,720	–	–
	18	„	1890–91 „	20,095	–	–
	18	„	1891–92 „	23,471	–	–
Pakôkku	7	„	1888–89 „	13,380	–	–
	20	„	1889–90 „	20,710	–	–
	23	„	1890–91 „	21,915	–	–
	22	„	1891–92 „	18,285	–	–
Minbu	10	„	1888–89 „	32,180	–	–
	20	„	1889–90 „	31,600	–	–
	19	„	1890–91 „	15,585	–	–
	17	„	1891–92 „	12,370	–	–
Magwé	6	„	1888–89 „	7,715	–	–
	14	„	1889–90 „	16,530	–	–
	15	„	1890–91 „	12,940	–	–
	13	„	1891–92 „	13,600	–	–
Kyauksé	4	„	1888–89 „	11,020	–	–
	5	„	1889–90 „	9,650	–	–
	7	„	1890–91 „	3,245	–	–
	7	„	1891–92 „	3,124	–	–
Meiktila	11	„	1888–89 „	21,442	8	–
	11	„	1889–90 „	21,950		–
	8	„	1890–91 „	6,310	–	–
	9	„	1891–92 „	7,325	–	–
Yaméthin	7	„	1888–89 „	36,397	8	–
	11	„	1889–90 „	18,360	–	–
	11	„	1890–91 „	8,200	–	–
	12	„	1891–92 „	7,300	–	–
Pyinmana	7	„	1888–89 „	24,790	–	–
	7	„	1889–90 „	22,675	–	–
	7	„	1890–91 „	11,050	–	–
	6	„	1891–92 „	7,000	–	–
TOTAL Number of Licenses	126	„	1888–89 „	4,20,242	–	–
	190	„	1889–90 „	3,89,876	–	–
	200	„	1890–91 „	2,04,646	8	–
	226	„	1891–92 „	222,615	–	–

ABSTRACT of Licenses as by the Form used in Parliamentary Paper No. 319, &c.—*continued.*

B.—OPIUM LICENSES.

					Rs.	a.	p.
Mandalay	14	Licenses in	1888-89	paying	1,720	–	–
	4	„	1889-90	„	45,360	–	–
	4	„	1890-91	„	29,210	–	–
Bhamo	29	„	1888-89	„	769	–	–
	2	„	1889-90	„	2,215	–	
	4	„	1890-91	„	8,040	–	–
	4	„	1891-92	„	6,340	–	–
Katha	1	„	1888-89	„	300	–	–
	2	„	1889-90	„	2,125	–	–
	2	„	1890-91	„	3,670	–	–
Ruby Mines	1	„	1888-89	„	400	–	–
	1	„	1889-90	„	825	–	–
	2	„	1890-91	„	1,360	–	–
	1	„	1891-92	„	292	–	–
Lower Chindwin	1	„	1889-90	„	3,630	–	–
	1	„	1890-91	„	3,050	–	–
	1	„	1891-92	„	2,360	–	–
Upper „	1	„	1891-92	„	490	–	–
Myingyan	2	„	1888-89	„	2,270	–	–
	2	„	1889-90	„	3,488	–	–
	2	„	1890-91	„	6,720	–	–
	2	„	1891-92	„	5,020	–	–
Pakôkku	2	„	1888-89	„	520	–	–
	2	„	1889-90	„	3,070	–	–
	1	„	1890-91	„	5,630	–	–
	1	„	1891-92	„	2,760	–	–
Minbu	2	„	1888-89	„	690	–	–
	3	„	1889-90	„	15,970	–	–
	4	„	1890-91	„	16,670	–	–
	2	„	1891-92	„	8,950	–	–
Kyauksé	1	„	1889-90	„	400	–	–
	1	„	1890-91	„	4,820	–	–
	1	„	1891-92	„	2,015	–	–
Yaméthin	1	„	1888-89	„	2,350	–	–
	1	„	1889-90	„	5,000	–	–
	1	„	1890-91	„	1,950	–	–
	1	„	1891-92	„	2,100	–	–
Pyinmana	1	„	1888-89	„	8,600	–	–
	1	„	1889-90	„	15,000	–	–
	1	„	1890-91	„	10,100	–	–
	1	„	1891-92	„	11,000	–	–
TOTAL Number of Licenses	53	„	1888-89	„	17,619	–	–
	20	„	1889-90	„	97,083	–	–
	23	„	1890-91	„	91,220	–	–
	15	„	1891-92	„	41,327	–	–

EAST INDIA (OPIUM LICENCES) (UPPER BURMAH).

RETURNS of LICENCES for the Sale of OPIUM and INTOXICATING LIQUORS issued in *Upper Burma* since 1 January 1888, showing the Number of such Licences Issued; the Times at which, the Districts for which, and the Periods for which they have been Issued; the Prices paid for them respectively; and the Conditions or Regulations subject to which they have been Issued (in continuation of Parliamentary Papers, presented 3 August 1888, and entitled "East India (Upper Burmah, Licences)")

(*Mr. Bryce.*)

Ordered, by The House of Commons, *to be Printed,*
12 *February* 1892.

[*Price* 6 *d.*]

H.—18 3. 92.

EAST INDIA (AGRICULTURAL DISTRESS).

CORRESPONDENCE

RELATING TO THE

RELIEF OF AGRICULTURAL DISTRESS IN INDIA

In 1891-92.

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RELIEF OF AGRICULTURAL DISTRESS IN INDIA IN 1891-92.

LETTER FROM GOVERNMENT OF INDIA (REVENUE AND AGRICULTURAL DEPARTMENT) TO HER MAJESTY'S SECRETARY OF STATE FOR INDIA.

My Lord, No. 12, dated 17th February 1892.

As agricultural prospects throughout the greater part of India cannot undergo any important modification until next May or June, when the south-west monsoon will be due, it seems to us desirable to submit to your Lordship a brief explanation of the position as it now exists.

2. Excluding Burma, where gradual improvement is taking place, there are three areas in which agricultural conditions are more or less unfavourable, and in which State action for the relief of the poorer classes will be necessary during the next few months. The most extensive of these is the region which lies to the east of the Western Ghâts, and which includes the greater portion of the so-called Deccan districts of Bombay and Madras, a considerable part of the States of Mysore and Hyderabad, and some of the districts in Madras to the south and east of these. This area is indicated in the map* by blue colouring. It not unfrequently occurs that when the south-west monsoon is weak, the country lying to the east, or in other words under the lee of the mountain chain on the west coast, receives an insufficient rainfall in the later summer, but in this event the deficiency is often compensated for by a plentiful rainfall brought by the north-east monsoon. In 1891 the south-west monsoon was not only weak in character, but terminated at an abnormally early date, and was followed unfortunately by a scanty north-east monsoon, of which the rainfall was mainly confined to the southern portion of the Peninsula. The rain of the later monsoon was sufficient, it is true, to remove apprehension in the east coast districts near Madras itself, which had hitherto suffered from a local failure of the south-west monsoon, but it was so small in quantity in many other districts of the Presidency that its deficiency, combined with the inadequacy of the south-west monsoon rainfall, has led in the region described to an unsatisfactory harvest of the autumn crops; to difficulties in the cultivation of the winter food-grains; to a serious failure of grass and natural fodders; and to an exhaustion of the water in irrigation tanks. The effects of these conditions, which involve the contraction of agricultural operations connected with the preparation of land for the winter crops are now clearly manifesting themselves in the demand for labour which is arising from the lower classes of the agricultural population. It is absolutely certain that distress will continue to expand, though not, we believe, to any alarming extent, during the next few months, and that active and timely measures will be needed throughout the belt of failure to meet the growing demand for employment. No material alteration in the prospects of this tract can be expected until the breaking of the south-west monsoon.

3. The second area of unfavourable conditions lies in Rajputana and some of the British districts on its borders in the Bombay Presidency. These are indicated by a green colour on the map. In this region the position is mainly due to the early cessation of the south-west monsoon, which led to a deficiency of water in the irrigation tanks, usually dependent on a heavy autumn rainfall for their winter supply, as well as to a failure of grass and fodder, and to a considerable contraction of the cold weather or *rabi* cultivation. In some tracts also, and notably in Ajmere, the summer rains had been too scanty to admit of a successful autumn harvest. The condition of the affected region has recently been somewhat improved by a rainstorm which followed an unusual track from Karachi to the north-western provinces and Bihar. This rain slightly improved the water-supply in the tanks, and did some good to such winter crops as the cultivators had been able to sow; but it came too late to have any useful influence on the grass lands or to induce more extended sowings. One cause of apprehension in the affected area is the alarming extent to which the

* Not reproduced.

water level in wells has subsided, and there is still, notwithstanding the recent rain, some fear that in certain tracts the supply of drinking water may fail. Here, again, as in the southern belt described in the preceding paragraph, no general amelioration can be expected until the advent of the monsoon. There has throughout the last few months been a demand for State aid in Ajmere which has been met by opening minor relief works, and similar action is now being taken in many other parts of the affected area. Cattle have suffered seriously. The people have, as is usual on the occurrence of the periodical droughts to which Rajputana is subject, resorted largely to migration, and have found relief for themselves and their cattle in Guzerat, Sindh, and Central India; but it has already been found necessary to supplement their own movements by opening relief works in the States of Bikanir, Jaisalmir, Jeypore, Marwar, and Kishengarh; and similar action has also been taken in the Thar and Parkar district of Sindh, where the needs of the indigenous population have been augmented by the inroad of emigrants, chiefly Marwaris, from Rajputana.

4. The third area in which relief measures are imminent lies in Bihar. Unfavourable accounts of the winter crops have, we regret to say, been received from all parts of Bengal, except the Dacca and Orissa Divisions. It is stated in the provincial report that "the general outturn is not expected to be satisfactory, and that in certain "tracts in Bihar it will be very scanty." The seriously affected area is marked by yellow colour in the map. As is the case, elsewhere, no improvement of agricultural conditions can now be expected until the commencement of the rainy season, although it is possible that this event may happen in Bihar at an earlier date than in the other two areas of failure. Precursory showers are not unusual in May and even April in this part of India, and may, if they occur this year, prove beneficial to early rice, indigo, and other cultivation. The districts in which relief works are likely to be opened are shown on the map, but we may refer your Lordship to Sir Charles Elliott's letter No. 3846, dated 18th December 1891, for a clear account of the prospects and position in the affected tracts of Bengal.

5. Some of the aspects of the present position are like those which were conspicuous at the end of 1876 and the beginning of 1877. A comparison, however, between the circumstances of the two periods brings to light one satisfactory feature. It was predicted by the Famine Commissioners, in the 154th paragraph of Part I. of their Report, that the impetus which they hoped would be given to railways, designed to open communication between areas liable to famine and the less precarious grain-producing areas, would enable the whole resources of the country to be brought to bear in time of difficulty on any centre of distress. Their prediction has been fulfilled to a remarkable extent. Since the beginning of 1880, when their report was written, to the end of the calendar year 1891, 8,857½ miles of railway have been opened. The effect on prices is indicated by the following facts. In Ajmir, where the population is being fed almost entirely on imported grains, prices are very little higher than those of normal seasons. In the affected districts of Madras and Bombay,* they have been hardly more than three fourths of those prevailing at corresponding periods of 1876–77, even in districts where the rainfall of 1891 has been less than that of 1876. In Bihar there has been no alarming rise in prices. We are aware that much remains still to be done in the direction of expanding the railway system, but we believe that your Lordship will view with the same satisfaction as ourselves the useful results which have been already obtained. It is not merely that the number of people who will seek relief from the State will, in consequence of the comparative cheapness of food, be on the present occasion considerably smaller, but also that the cost of maintaining those who do require State assistance will be materially less. It is anticipated indeed that such relief works as will have to be opened will be constructed at little, if anything, more than would be their cost in normal seasons. And as the policy now prevails of maintaining a programme of works which are in themselves of local utility, the conclusion may be accepted that famine relief ought not henceforth, and setting apart so terrible a calamity as might be brought about by a failure of the south-west monsoon of 1892, to throw any permanent burden of a serious character on the financial resources of the country.

6. Another remarkably satisfactory feature of the administration of the present scarcity is the extent to which the local governments and administrations have made use of their powers to grant advances for works of agricultural improvement, as well as for the purchase of seed and cattle. In Madras, especially, large sums have been advanced with (there can be no doubt) the most beneficial results, both in securing

* *See* Appendix B.

the construction of works calculated to increase production and extend irrigation, and in providing employment for the people in the vicinity of their villages. In Ajmir, also, a similar policy has been pursued, and considerable sums have been advanced to the larger landholders, who have thereby been enabled to support their dependents and tenantry by employing them on works for the improvement of the estates. The pressure of the revenue demand has also in all provinces been relieved, where necessary, by timely suspensions and remissions.

7. A further difference between the position now and that which existed at the commencement of 1877 presents itself in the meteorological conditions in the north of India. In 1877 heavy winter rains, commencing early in January, prevailed for some weeks throughout the Punjab and the upper districts of the North-Western Provinces. The success of the winter crops in this region depends, as your Lordship is aware, to a considerable extent on the winter rain. The present year has so far been marked by a very remarkable deficiency of cold weather rain, which has seriously affected the prospects of grain crops on the unirrigated areas of Northern India. The area watered by canals, and in some parts also by wells, in the Punjab and North-Western Provinces is very large, but as a reference to the diagram on page 17 of the Statistical Atlas of India will show, it is comparatively small when contrasted with the unirrigated tracts. The failure of the northern rain is therefore unfortunate. It is true that the harvests of the rainy season of 1891 in the northern provinces were unusually plentiful and have done much towards keeping down the prices of food-grains in less prosperous localities, but it is to be feared that any abnormal deficiency in the winter harvests of Northern India will act seriously in a contrary direction. The weekly weather reports received from both the Punjab and the upper half of the North-Western Provinces indicate that a partial failure must be expected, although even now it may be materially averted by sufficient development of rainfall. On the other hand, the belief prevails among meteorological experts that the heavy and prolonged rains of the 1877 cold weather had much to do with the deferment of the south-west monsoon, which was the main cause of the agricultural distress that followed in that year. It may, therefore, be possible that the absence of winter rains, however unfortunate may be the immediate results, will lead to an early indrought of the summer monsoon. It is, however, too early to speculate on this event. We merely wish to place before your Lordship the possibilities of the position.

8. We append to this letter a statement indicating, besides other facts, the numbers now on relief works which have been already opened, and the districts in which it is probable that relief works will be required. We are prepared to continue to inform your Lordship in weekly telegrams of the gradual development in relief which until June next is inevitable, but we apprehend that they will, in general features, be so similar in character that we are doubtful whether, until the approach of the south-west monsoon, it will serve any useful purpose to communicate the progress of events at such short intervals. We therefore propose, with your Lordship's permission, to confine our telegraphic communications to fortnightly or monthly messages, unless any remarkable meteorological event should call for a more special report; but we shall not interrupt the weekly messages until we are informed of your Lordship's wishes by wire or otherwise.

We have, &c.

(Signed) LANSDOWNE.
P. P. HUTCHINS.
D. BARBOUR.
A. E. MILLER.
H. BRACKENBURY.
R. C. B. PEMBERTON.

Enclosure.

REVENUE DEPARTMENT.

From C. E. BUCKLAND, Esq., Secretary to the Government of Bengal, to the SECRETARY to the GOVERNMENT of INDIA.

SIR, No. 3846, dated December 18th, 1891.

FROM the weekly weather and crop reports submitted by this Government to the Government of India, it will have been observed that owing to the unusually

early cessation of the rainy season considerable damage has been caused to the winter rice crop, especially where that crop is situated on high lands, in several parts of this Province. The *rabi* crop has also suffered in places, owing to a want of sufficient moisture in the ground both for effective sowing and for the germinating of the crop where it has been sown. Commissioners of divisions and district officers were desired to watch closely the conditions and prospects of the crops, and to report at once to Government if there appeared to be a probability of any considerable failure.

The first official report was received from the Commissioner of Patna in the month of August; and from that time periodical reports have been received from that division, and also since the beginning of November from the Commissioners of the Bhagalpur and Rajshahye Divisions, these being the only three divisions in which any scarcity is apprehended. The condition of the Orissa Division gave cause for anxiety up to the end of the month of October; but on the 4th of November a cyclonic storm accompanied by heavy rain broke over that part of the country, and set at rest any doubts that there might have been as to the outturn of the rice crop.

2. I am now directed to submit, for the information of the Government of India, the following general account of the prospects of scarcity in the three divisions of Patna, Bhagalpur, and Rajshahye, above alluded to. Sir Charles Elliott has lately himself travelled over the greater part of the Patna and some part of the Bhagalpur Divisions, and from the observations then made by him, as well as from the reports which have been furnished by the Commissioners, he is of opinion that the only districts which at present give any cause for alarm are, on the north of the Ganges, Mozufferpur, Durbhunga, the northern portions of Bhagalpur, Monghyr, and Purneah, and part of the Dinagepur District; on the south of the Ganges, Gya and the west part of Shahabad. The following table shows the rainfall for each of these districts: first, for the months May to August inclusive; and secondly, for the two individual months of September and October, compared with the normal falls for the same periods; and with the actuals in 1873 and 1888, the two principal years of former scarcity:—

REGISTERED RAINFALL IN INCHES.

District and Sub-division.	1st May—31st August.				September.				October.			
	Normal.	1891.	1888.	1873.	Normal.	1891.	1888.	1873.	Normal.	1891.	1888.	1873.
	Inches.	Inches.	Inches.	Inches.	Inches.	Inches.	Inches.	Inches.	Inches.	Inches.	Inches.	Inches.
Mozufferpur—												
Sudder	32·40	28·35	36·89	21·21	9·97	0·90	3·78	2·82	3·47	0·23	Nil	Nil.
Sitamarhi	31·03	44·50	29·07	29·65	9·76	2·12	2·59	3·50	2·74	2·44	Nil	Nil.
Hajipur	30·68	24·37	40·36	32·99	7·23	3·55	4·82	1·24	3·98	0·59	Nil	Nil.
Durbhunga—												
Sudder	33·78	34·18	30·83	18·33	9·58	3·31	4·38	2·78	2·99	1·02	Nil	Nil.
Madhubani	32·75	29·22	35·07	18·16	10·17	1·26	5·65	5·59	2·62	1·59	Nil	Nil.
Somastipur	32·47	40·98	33·74	24·54	8·01	2·12	6·06	3·25	3·16	0·17	Nil	Nil.
Bhagalpur—												
Sudder	31·61	37·00	47·51	23·27	7·60	3·11	6·20	3·67	3·20	0·19	0·07	Nil.
Madhepura	36·00	28·01	46·45	29·49	10·30	1·63	9·83	3·30	4·31	0·81	Nil	Nil.
Supool	36·49	22·19	36·16	19·39	9·77	2·84	6·10	1·59	2·88	1·62	Nil	Nil.
Monghyr—												
Sudder	34·10	34·17	43·29	32·37	9·01	3·02	9·95	3·68	3·52	4·26	0·03	Nil.
Beguserai	29·58	28·44	37·82	30·14	7·27	1·86	7·07	4·01	3·17	1·71	Nil	Nil.
Purneah—												
Sudder	44·30	28·02	40·76	28·36	14·02	6·20	4·32	6·75	3·97	0·98	Nil	Nil.
Kissenganj	54·35	41·58	40·34	32·26	14·03	5·71	6·36	3·49	3·36	0·11	0·18	Nil.
Arrareah	43·27	33·38	42·27	24·85	13·76	5·42	8·23	5·19	3·53	1·62	Nil	Nil.
Dinajpur	49·35	39·85	51·99	No record.	11·14	2·04	4·90	No record.	5·13	0·62	Nil	No record.
Shahabad—												
Arrah	29·71	19·67	36·96	33·28	6·87	6·40	5·58	3·00	3·28	1·21	0·43	Nil.
Buxar	27·28	13·11	28·89	19·48	7·19	5·05	11·25	1·60	3·35	1·20	0·60	Nil.
Bhabuah	30·44	23·66	32·37	27·76	6·67	5·54	7·20	3·45	3·28	0·46	Nil	Nil.
Sasseram	29·55	17·44	33·94	32·58	6·94	5·27	7·13	1·67	3·68	0·77	Nil	Nil.
Gya—												
Sudder	32·08	26·25	41·97	30·27	7·32	4·24	7·85	4·13	2·36	1·81	0·40	Nil.
Aurangabad	32·12	21·29	46·28	30·25	7·21	2·65	5·97	1·89	2·75	0·36	0·71	Nil.
Nowadah	29·91	32·86	43·27	33·95	6·97	4·20	4·40	3·32	2·67	0·40	Nil	Nil.
Jehanabad	31·27	22·77	38·01	36·52	5·66	1·85	6·66	1·43	3·55	1·99	0·03	Nil.

It will be seen from the above figures that the short rainfall was chiefly confined to the last two months of the ordinary monsoon period, and the *bhádoi* crop was not therefore affected. In the Patna Division, in spite of the rather short rainfall in the earlier months of the monsoon in the Patna and Gya districts, this crop is reported to have been a particularly good one; and for the whole province it has been estimated by the Director of Land Records and Agriculture at 12 annas—an estimate which the Lieutenant-Governor is inclined, from his personal observation, to consider as probably below the real mark.

3. The statement given below shows the retail prices of common rice at the head-quarters of the affected districts in the fortnight ending the 30th November, the last date of which the returns have as yet been received by Government. The prices up to the present time do not exhibit any sudden or violent rise, and compare favourably, except in the case of Dinajpur, with those of the corresponding period in the year 1873, though not with the corresponding period in 1888:—

District.	1891. Fortnight ending 30th November.	1888. Corresponding Period.	1873. Corresponding Period.
	S. Ch.	S. Ch.	S. Ch.
Mozufferpur - - - -	12 0	14 0	12 0
Durbhunga - - - -	13 0	16 6	No record.
Bhagalpur - - - -	13 4	15 2	12 10
Monghyr - - - -	13 0	16 12	12 6
Purneah - - - -	11 0	16 0	9 5
Dinajpur - - - -	12 0	19 3	14 8
Shahabad - - - -	15 0	14 13	13 0
Gya - - - - -	14 12	14 0	10 8

4. Taking first the districts north of the Ganges. In Mozufferpur the *bhadoi* outturn was excellent, being estimated at 16 annas in the north of the district and in the Sudder sub-division, and at 14 annas in the Hajipur sub-division. Up to the middle of September the prospects of the winter rice were also good, but from that time the crop began to be affected by want of rain, and to wither on the higher lands. Early in October the reports became less favourable; but even then the outturn was estimated at 10 annas in the Sitamarhi sub-division, and at figures varying from 2 to 10 annas in the Sudder and Hajipur sub-divisions. On the 20th October the Commissioner, Mr. Stevens, reported as follows:—"From Mozufferpur the reports are somewhat less favourable "than I had hoped to submit. Happily there is least danger in the Sitamarhi sub-"division, which has hitherto suffered especially." Later reports are to the same effect; and it is now stated that in the Bairagnia, Majorganj, and Sonbarsa thanas, *i.e.*, the northern part of the Sitamarhi sub-division, the paddy crop will reach 10 annas, while in Sarsandh and Bela an eight-anna outturn is expected. It will be remembered that Sonbarsa and Bela were the two thanas that suffered most in the scarcity of 1888–89.

Mozufferpur.

The *rabi* crop depends here as elsewhere on the rain which may fall during the winter months. It is stated to have germinated well throughout the district. Irrigation is being resorted to wherever practicable, and, with a few showers before the close of the year, a fair outturn should be obtained. It seems probable, however, that a certain amount of relief will be necessary in this district before the *rabi* crops come to maturity. Prices have been remarkably steady here, and even show a tendency to fall in the Sitamarhi sub-division according to the last report received, which showed common rice selling at 14 and *makai* at 21½ seers for the rupee. In Mozufferpur itself there has been a rise from 14 seers at the end of September to 12 seers at the beginning of December. The officiating collector, Mr. Geidt, is of opinion that the ryots have large stocks of food, and that they will be able to tide over the year without much difficulty.

5. Owing to favourable rain towards the end of August, the outturn of the *bhadoi* crop in the Durbhunga district was not less than 12 annas in the Madhubani sub-division or northern portion of the district, and about 14 annas elsewhere. The *hathai* period, however, brought only a few local showers, and the condition of the winter rice crop from this

Durbhunga.

time gave cause for anxiety, more especially in the north of the district, where very little *bhadoi* is grown, and the people are consequently more entirely dependent on the winter rice. By the end of October it became apparent that the rice crop on the high lands would be a total failure over the greater part of the district, and this forecast has been since confirmed, except in the Somastipur sub-division, where an outturn averaging frem 4 to 6 annas is expected. The worst parts of the district are the Madhubani sub-division and the portion of the Sudder sub-division to the north of Durbhunga. In Madhubani the sub-divisional officer, Mr. Stewart, now estimates the general outturn of rice where sown at not less than 6 annas, but the collector, Mr. Dalton, considers this estimate to be too sanguine. It must also be remembered that a large portion of the upland rice lands have been sown with *rabi*, the outturn of which is expected to be poor, owing to the unusual dryness of the soil at the time when it was sown. The condition of the minor crops, such as *arhar*, *kurthi*, and *alua* (sweet potato), appears to be fair. It is impossible at the present time to forecast the *rabi* outturn with any accuracy. As noticed above, the conditions at the time of sowing were not good, and if there should be no rain within a month the yield will be very small.

Up to the middle of October prices in this district continued steady and compared favourably with the previous year, common rice being at about 15½ seers for the rupee. Towards the end of October a slight rise took place at some places, but the price at the Sudder remained steady, and the rise was in no case serious. According to the last report common rice now stands at 12 to 14 seers to the rupee.

The Commissioner of Patna, Mr. Lyall, considers that this is undoubtedly the worst district in that division, but the steadiness of the market is a most favourable sign.

Bhagalpur.

6. The parts of the Bhagalpur district which are threatened with scarcity are the Madhepura and Supool sub-divisions to the north of the River Ganges. On the 17th November the Commissioner, Mr. Quinn, reported that there was no cause for anxiety in the portion of the district south of the Ganges: and though it has since been reported that there may be slight distress in parts of the Sudder and Banka sub-divisions which lie to the south of that river, the Lieutenant-Governor consider that only the northern part of the district need be considered dangerous. In this tract the winter rice crop was estimated at 4 annas. The *rabi* depends on the rain which may fall during the present month, but it will not now probably in any case be a good crop. Prices here are very high as compared with last year; common rice standing at 13 to 15 seers, as against 22 to 25 seers last year, while *marua* is selling at 22½ seers as against 30 to 45. The district officer (Mr. Maguire) has calculated that about 5,000 persons may require relief in this part of the district, but the manager of the Maharaja of Durbhunga (Mr. Duff) puts the probable requirements at a higher figure.

Monghyr.

7. At the beginning of November the collector of Monghyr, Mr. Waller, estimated the outturn of the winter rice crop for that district to be only 2 annas, and this estimate has since been repeated. The Commissioner, Mr. Quinn, doubts the estimate as far as the whole district is concerned, and, so far as the Lieutenant-Governor can learn, there is only one small area, the Bakhtiarpur thana in the northern part of the district, where distress is apprehended. The prospects of the *rabi* are said to be fair in this district, and prices are not so high as in Bhagalpur in comparison with the preceding year. According to the latest reports common rice is now selling at 11 to 15 seers the rupee, gram at 15 to 20, and *janera* at 20 to 22 seers, the corresponding figures last year being 13 to 22½, 16 to 25, 20 to 26.

Purneah.

8. In almost the whole of the Purneah district the crop has been bad, especially in the east and south-east; and some distress is anticipated in the Kudwa thana of the Sudder sub-division, and in the Kissenganj sub-division. The *bhadoi* crop in the Sudder was estimated to have given an outturn of 6 to 12 annas, but the outturn of the winter rice crop was bad, being only about 2 annas in Kissenganj. A largely increased area has, however, been sown in *rabi*, especially wheat and *kurthi*, the latter of which has so far done well. The *rabi* crops, taken as a whole, have also done fairly well up to the present, and with a little rain soon should give a good outturn. The Commissioner (Mr. Quinn) and collector (Mr. Vowell) have recently travelled through the Kudwa thana and found no appearance of suffering among the people, and no inclination on their part to work on the roads. The worst feature in this district is said to be the rise in prices, which has been maintained steadily since the beginning of November, and is said to be due to a combination among the mahajans. The latest prices at Purneah

of common rice are 11 seers, and gram 13 seers the rupee. The authorities on the Tirhoot Railway have reported that there is a considerable import of food-grains into this direct from the south.

9. Distress is only anticipated in the northern portion of the Dinajpur district. The estimated outturn of the different crops has not yet been reported, and a further report has been called for by the Commissioner, Mr. Nolan, showing this in detail. Early in November, however, owing to the request of some of the people for work, earthwork was started on some of the district roads as a test. Task work was exacted at the rate of 3 annas per 100 cubic feet, but after a short time the coolies refused to do this kind of work and left the roads, although an increased rate of 4 annas per 100 cubic feet was offered. It is evident, therefore, that there is no need so far for relief works in this district. Prices are high, that of common rice varying over the great part of the district from 9 to 13 seers, though in some particular parts it is as low as from 15 to 17 seers. The prospects of the *rabi* crop are reported to be good everywhere. The Commissioner is now on tour in the worst part of the district, and will submit a definite opinion of the prospects in due course. At present he sees no necessity for relief works, and is watching the indications afforded by the unfavourable rise in prices. With regard to the other districts of the Rajshahye division, in some of which, especially in Jalpaiguri, there was at one time a suggested possibility of a scarcity, the Commissioner now reports that there will be at least an 8 anna rice crop all round, while the prospects of the *rabi* are good. The Commissioner is about to visit Kurigram in Rungpur, and subsequently will inspect Bogra. The Lieutenant-Governor does not at present anticipate that any distress will arise in those districts as far as the local failure of crops is concerned; but there is a separate source of anxiety here which arises from the fact that it is always the custom of labourers from Bihar and the Benares division of the North-Western Provinces to travel to these eastern districts (Dinajpur, Rungpur, Bogra, &c.) for harvest labour and other employment. In spite of all the efforts which have been made to publish warnings that such employment will not be found this year, a large number of people have made their usual journey, and it is possible that some measures may have to be taken to relieve these immigrants, if not the inhabitants of the districts themselves.

Dinajpur.

10. Returning now to the south of the Ganges and beginning from the west, a large proportion of the Shahabad district being canal-irrigated gives no cause for anxiety. There are two tracts regarding which some anxiety is felt—one is the Bhabuah sub-division, and especially the Chainpur and Mohania pergunnahs, comprising an area of 1,000 square miles, and lying partly between the hills and the Grand Trunk Road, and partly to the north of the Grand Trunk Road. In this tract the *bhadoi* outturn has been estimated at four annas, and the winter rice at from one to eight annas. But the population here is rather thin. The other tract is in the west of the district where, and especially in a portion of Chowsa (Buxar), the Commissioner, Mr. Lyall, anticipates scarcity should the *rabi* crops fail. In the rest of the district the winter rice crop is estimated at about eight annas, while in irrigated lands it should be a 16-anna crop; but *rabi* prospects on unirrigated lands are very poor. Damage is being caused by insects. There are no indications yet of famine, but anxiety is felt by the public. If there is seasonable rain during the winter there will probably be little distress in this district.

Shahabad.

Prices of common rice and of *makai*—the chief food of the poorer classes at this season—have shown as yet no tendency to rise.

11. On the 22nd October the Commissioner (Mr. Stevens) reported—"In this "district there has been no rain since the *hathiya* (*i.e.*, "the end of September), and in those localities which "are not irrigated, or where good rain did not fall, I fear there will be but a very "small crop of rice. The conditions for sowing *rabi* are also not so favourable as "was hoped." Taken as a whole, the outturn of the winter rice came to about six or seven annas, the worst parts of the district being half of the Aurungabad thana and the portion of the Jehanabad sub-division which is out of the reach of canal irrigation. Prices have remained stationary, but the condition of the *rabi* crop is critical. In his report of the 5th December the Commissioner, Mr. Lyall wrote—"If "it does not rain during the current month Aghan, the prospect of *rabi* will be very "gloomy." In the same report he wrote—"In Gya all depends on the winter rain, "and the *rabi* crop will, if good, suffice to tide the people over the next few months." In his latest report, dated the 12th December, Mr. Lyall says that all depends on rain

Gya.

falling within the next fortnight. So far there are no signs of scarcity, but he considers the situation critical. It is probable that the *rabi* crop will at the most be only a short one, and that relief will to some extent be necessary in this district also.

12. In conclusion, I am to state, for the information of the Government of India, that, ever since the first indications of a deficiency in the rainfall were observed, the lists of relief works required under the Bengal Famine Code for Civil agency, agricultural, and professional agency work respectively have been undergoing a complete revision. The agricultural works list has been revised throughout, and will in a few days be submitted to Government by the Director of Land Records and Agriculture. The revision of the civil agency works list has been completed with the exception of two districts, and the revision of the professional agency works list will also be shortly completed.

I have, &c.
(Signed) C. E. BUCKLAND.

APPENDIX A.

REFERRED to in paragraph 8 of the Letter to the Secretary of State, No. 12, dated 17th February 1892.

PROVINCE.	Districts affected in whole or part.	Districts with Relief Works.	Area in square Miles of affected Area.	Population of affected Area.	Approximate Number now on Relief Works.	Approximate Number receiving gratuitous Relief.	Approximate Number for whom Relief will be required.	Expenditure on Relief.	Amount advanced in agricultural Loans.	Amount of Suspension of Revenue.	Amount of Remission of Revenue.	Brief Account of Measures taken for Relief of the Population.
Madras - -	Coimbatore - - -	All in column 2.	21,366	3,522,647	26,481	1,039	January - - 21,000 February - - 54,000 March - - 93,500 April - - 140,000 May - - 131,000 June - - 59,000	No information for 1891, but for first six months of 1892 expenditure estimated at Rs. 17,56,000.	Rs. 9,23,576 up to beginning of January 1892.	Rs. 20,00,000 for 1891-92.	*Nil.*	Relief works and kitchens. Advances for repairing or construction of wells and for purchase of cattle and seed grain. Suspensions of land revenue.
	Salem - - - -											
	North Arcot - - -											
	Nellore - - - -											
	Kurnool - - - -											
	Bellary - - - -											
	Anantapur - - -											
	Cuddapah - - -											
Bombay, excluding Sind.	Ahmednagar - - -	Bijapur - -					No information yet.		Government of India have sanctioned an additional allotment of Rs. 3,60,000 for takavi advances in the distressed districts.	No information yet.		Relief works and takavi advances.
	Bijapur - - - -	Dharwar -										
	Belgaum - - -											
	Dharwar - - -											
	Sholapur - - -											
	Poona - - - -											
Mysore - - -	Bangalore - - -	Bangalore - -										
	Kolar - - - -	Kolar - -					No information yet.					
	Tumkur - - - -	Chitaldroog -						Rs. 55,960 have been sanctioned for expenditure on relief works so far, but for one district alone (Chitaldroog) the expenditure to end of June has been estimated at Rs. 2,76,000.	Rs. 1,47,000 have been sanctioned by the Mysore Government for loans for well sinking and Rs. 44,000 for relief of weavers.	No information yet		Relief works, advances for well sinking and for weavers, opening of forest reserves.
	Mysore - - - -											
	Chitaldroog - - -											

Province.	Districts affected in whole or part.	Districts with Relief Works.	Area in square Miles of affected Area.	Population of affected Area.	Approximate Number now on Relief Works.	Approximate Number receiving gratuitous Relief.	Approximate Number for whom Relief will be required.	Expenditure on Relief.	Amount advanced in agricultural Loans.	Amount of Suspension of Revenue.	Amount of Remission of Revenue.	Brief Account of Measures taken for Relief of the Population.
Hyderabad	Lingsagur Raichore Nalgoonda Mahboobnagar Warangal			No information at present.				About Rs. 3,00,000 have been sanctioned up to date by the Nizam's Government for relief works, &c.	No information at present.			Relief works, advances for well-sinking and opening of forest reserves.
Ajmere-Merwara	Ajmere-Merwara	Ajmere-Merwara	- -	- -	17,684	2,978	63,000	Rs. 2,36,967	Rs. 1,02,628 since 15th September 1891.	Rs. 1,12,000	- -	Relief works and takavi advances.
Rajputana	Jeysulmere	- - -	⅓rds of total area.	- -	- -	- -	- - - -	25,000				Relief works and gratuitous relief.
	Marwar	- - -	about ½ the total area.	1,292,900	2,666	2,130	237,000	5,00,000				
	Bikanir	All in column 2 except Jeysulmere.	7,000 sq. m.	247,500	2,710	1,133	22,000	1,21,000	No information.			
	Jeypore	- - -	192 „	24,700	4,311	- -	- - - -	5,00,000				
	Kishengarh	- - -	367 „	51,000	1,143	106	14,494	1,76,400				
Sind	Thar and Parkar	- - -	- -	- -	- -	- -	- - - -	Expenditure not expected to exceed Rs. 10,000.				
Bihar	Monghyr Bhaugulpore Purneah Gya Mozufferpore Dhurbhanga	In parts of Monghyr, Bhaugulpore and Purneah relief works are said to be required now, and in Gya, Mozufferpore and Durbhanga at the end of February or beginning of March.		No information yet.								The Bengal Government has one or two railway projects under consideration.
Burma	Shwebo	All in column 2.	24	6,200	1,164	Numbers very small. Expenditure on this account up to 2nd January was only Rs. 782.	No information.	Rs. 4,87,651 up to 2nd January 1892.	Rs. 3,50,000.	No information.	A report is promised shortly.	Relief works and advances. Government of India have also authorised commencement of work on the Meiktila Branch, Burma State Railway, if it is essential as a measure of famine relief.
	Ye-u		1,480	50,523	3,664							
	Sagaing		225	33,040	4,725							
	Lower Chindwin		626	7,912	2,534							
	Myingyan		1,210	119,007	1,623							
	Minbu		- -	- -	718							
	Magwe		2,053	50,300	933							
	Meiktila		3,000	216,019	1,376							
	Yamethin		2,881	147,418	2,078							

* Figure not complete.

APPENDIX B.

Referred to in paragraph 5 of the Letter to the Secretary of State, No. 12, dated 17th February 1892.

MADRAS PRESIDENCY.

STATEMENT of Prices in the Madras Presidency for the first half of January.
(Quantities per rupee in seers of 80 tolas.)

Name of District.	Cholum (Jowar).		Cumboo (Bajra).		Ragi, &c.	
	1877.	1891.	1877.	1891.	1877.	1891.
	S. C.	S.	S. C.	S.	S. C.	S.
1. Nellore - -	7 7	12·67	*	11·81	7 3	13·64
2. Cuddapah - -	7 9	12·84	7 2	12·61	8 2	13·89
3. Bellary - -	8 0	14·64	8 0	12·55	8 5	15·87
4. Kurnool - -	7 5	13·49	6 9	12·10	7 7	13·70
5. Coimbatore - -	10 4	13·62	11 1	17·40	9 8	15·25

BOMBAY PRESIDENCY.

STATEMENT of Prices in the Bombay Presidency for the first half of January.
(Quantities per rupee in seers of 80 tolas.)

Name of District.	Cholum (Jowar).				Cumboo (Bajra).				Ragi, &c.			
	1877.		1891.		1877.		1891.		1877.		1891.	
	S.	C.	S.	C.	S.	C.	S.	C.	S.	C.	S.	C.
1. Ahmednagar -	13	12	17	0	13	2	15	0	*		*	
2. Poona - -	10	14	14	2	11	8	11	8	*		16	6
3. Sholapur - -	9	8	17	9	11	0	15	0	*		*	
4. Belgaum - -	10	8	12	8	10	11	13	8	11	8	17	0
5. Dharwar - -	9	4	*		9	12	*		14	5	*	

* Information not available.

EAST INDIA (CIVIL AND MILITARY ENGINEERS IN THE PUBLIC WORKS DEPARTMENT).

RETURN to an Address of the Honourable The House of Commons, dated 3 May 1892;—*for*,

"RETURN of CORRESPONDENCE relating to the Representations of the Council of the Institute of Civil Engineers as to the relative Position of CIVIL and MILITARY ENGINEERS in the PUBLIC WORKS DEPARTMENT in INDIA."

India Office,
13 May 1892.

GEORGE CURZON,
Under Secretary of State for India.

(*Mr. King.*)

CXC-1

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18 *May* 1892.

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RETURN of CORRESPONDENCE relating to the Representations of the Council of the Institute of Civil Engineers as to the relative Position of CIVIL and MILITARY ENGINEERS in the PUBLIC WORKS DEPARTMENT in INDIA.

— No. 1. —

To the Right Hon. Viscount *Cross*, G.C.B, Secretary of State for India.

The Institution of Civil Engineers,
25, Great George-street, Westminster, S.W.,
27 May 1889.

My Lord,

A CONSIDERABLE number of the members of the Institution of Civil Engineers are in the employment of the Government of India, and these gentlemen have from time to time represented to the council of this institution various grievances under which they believe themselves to be suffering.

2. The council of the institution has hitherto refrained from approaching the Government of India on the matter, as they were in the hope that the expression of opinion by many successive Secretaries of State for India in support of the claims of the Civil Engineers would, ere this, have secured all that they desired. In this they have been disappointed, and therefore, as representing the profession at large, the president and council respectfully beg to be allowed to lay before you Lordship a short statement of that which our members in the service of the Government of India ask at your hands.

3 Their claim may be summed up in the statement that they desire to be placed in the same position as to promotion, pay, and pensions as that enjoyed by the military engineers employed in the same service.

4. The council of this institution has looked carefully into the matter, and it is clear that the Civil Engineers are only asking what successive Secretaries of State, from the Duke of Argyll, so far back as 1869, down to more recent dates, have regarded as just and reasonable, but which notwithstanding has not been conceded to them.

5. As regards promotion, it seems to this council clear that the Civil Engineers have not been dealt with on the same lines as their military colleagues, when it appears from the statement of the Civil Engineers that promotion other than by seniority has been so bestowed, that "while there is not one Royal Engineer officer who has been permanently passed over by a civilian, or remains without the promotion he might expect from mere 'seniority,' the Civil Engineers so placed can be numbered by fifties or even by hundreds." The merit which may over-ride seniority cannot always have been on the side of the soldier.

6. That the Civil Engineer does not occupy the same position as to pay when doing the same duties as the Military Engineer is clear, when it is remembered that the latter draws his military pay in addition to the civil pay common to both. The fact that the increase is called by another name does not remove the sense of injustice naturally created in the mind of the Civil Engineer when receiving so much less than his military colleague who is doing the same work.

7. The third claim is for equality as to pensions. It must be admitted that inequality here is mainly due to the fall in the value of silver. When the rules were framed there was, except in the highest grades, little difference between the civil and military pensions in the Public Works Department. It may be, and has been, contended that the Government cannot be responsible for the rate of exchange; but there can be no doubt that in the public documents inviting applicants for the office of Civil Engineers so recently as 1875, it was stated that "10 rupees are about equivalent to 1 *l.* sterling."

8. The Civil Engineer who draws his pension in England at the depreciated value of the rupee is in a very inferior position from his military colleague, who draws his pension at the full sterling value.

9. The purpose of the Government in the first instance was evidently to make the pensions, in the main, uniform, and the desire expressed so frequently since by Secretaries of States to make the position of the military and civil officers in the Public Works Department equal would naturally lead to the payment of the pensions of the latter on the same terms as their at present more favoured colleagues.

10. We probably would have taken no part in seeking to draw your Lordship's attention to the claims of our members in India had it not been for the fact that they ask for no more than has in spirit been approved by many of your Lordship's predecessors, and the justice of which is confirmed by the Report of the recent Public Service Commission.

11. We are also convinced that the settlement of this question in the way desired by the Civil Engineers will be advantageous to the public service, by removing all cause of irritation from the minds of many valued officers of the Government who are at present labouring under a sense of wrong done to them.

I am, &c.
(signed) *George B. Bruce*,
President.

— No. 2. —

Sir, India Office, 7 June 1889.

I AM directed to acknowledge receipt of your letter, dated the 27th May 1889, bringing to the notice of the Secretary of State for India in Council certain alleged grievances of the Civil Engineer members of the Indian Public Works Department.

In reply, I am desired to inform you that Viscount Cross has, in the first instance, transmitted a copy of your letter to the Government of India for their consideration and report, and that on receipt of a reply from that Government his Lordship will cause a further communication to be made to you.

I am, &c.,
(signed) *J. A. Godley.*

The President,
Institution of Civil Engineers.

— No. 3. —

(Railway.—No. 66.)

My Lord Marquis, India Office, London, 27 June 1889.

HEREWITH is transmitted, for information of your Excellency's Government, copy of correspondence* which has recently passed between this Office and the Council of the Institution of Civil Engineers in respect to the position of Civil Engineers in your Public Works Department.

* Letter from the President of the Institution of Civil Engineers of 27th May 1889. Letter to ditto of 7th June 1889.

2. Your Excellency will perceive that I have refrained from replying at length to the representations contained in the letter from the President of the Institution till I am in receipt of the views of your Government on the several points dwelt on in that communication. I request, therefore, that these views may be communicated to me as early as practicable.

I have, &c.,
(signed) *Cross.*

His Excellency the Most Honourable
the Governor General of India in Council.

— No. 4. —

No. 2, Public Works of 1890.

From the Government of India.—Public Works Department.—General.

To the Right Honourable Viscount *Cross*, G.C.B., Her Majesty's Secretary of State for India.

My Lord, Calcutta, 7 January 1890.

WE have the honour to acknowledge the receipt of your Lordship's Railway Despatch, No. 66, dated 27th June last, with which is forwarded for our information copy of correspondence with the Institution of Civil Engineers in respect to the position of Civil Engineers in the Public Works Department, together with a request by your Lordship that our views may be communicated on the several points dwelt on in the letter of the 27th May from the President of the Institution.

2. The contention of that letter is that Civil Engineers should be placed in the same position as to promotion, pay, and pension, as that enjoyed by the Military Engineers employed in the same service.

3. In regard to the question of pay, your Lordship is already familiar with the fact that correspondence on this subject has passed at intervals for a long series of years between the Government of India and successive Secretaries of State on this very matter, and a selection from that correspondence is reprinted as an Enclosure to this Despatch. Your Lordship is aware that opinions have been expressed on both sides, first that both classes of officers should be placed on the same scale of pay, and that existing inequalities should be abolished, and afterwards that the attempt to do this must be abandoned. The case as between the two classes was last reviewed in a memorandum by Sir T. C. Hope, accompanying our Despatch, No. 66 P.W., dated 31st October 1887, with which we did not wholly concur so far as the particular subject then in question was concerned, but which gave a clear account of the anomalies which it has been the desire of the Government of India to clear away.

4. The fact that in spite of this desire we have not been able to abolish these distinctions shews the extreme difficulty of the case. Not only has it been found impossible to place Royal Engineers and Civil Engineers on the same scale of pay, but there are two different scales of pay still in existence for Royal Engineers themselves; and desirable and simple as it may seem to reduce these two scales to one, we have not yet succeeded in effecting this reform. The only method of obtaining equality of pay throughout the department would be, after placing the Royal Engineers themselves on a single scale, either to level up the pay of the Civil Engineers to that of the Royal Engineers, or to level down that of the Royal Engineers by giving them no more than the consolidated civil pay of the several grades. We have shown that it is impossible to level down the pay of the Royal Engineers in this manner, as it is difficult even now to induce them to enter the Public Works Department for other than temporary employment during their tour of Indian service, and there is an almost universal disinclination to accept continuous service in India. On the other hand, to level up the pay of the Civil Engineers to that of the Royal Engineers would cost more than we feel justified in proposing in the interest of the finances of India. We roughly estimate that, putting the higher staff salaries aside, and calculating only the average net military pay of Royal Engineers, the cost of putting the salary of each Civil Engineer appointed from England on a level with officers of that corps would be about 124 rupees a month, or, with an establishment of 550 men, about 818,000 rupees per annum.

5. We think it should be admitted that a mistake was made in aiming at the equalisation of salaries between officers of two services recruited in such different ways and employed under such different conditions. The Government of India does not, as a matter of fact, lay down the principle for its guidance in other cases that persons who perform the same duties should receive the same salaries. The scales of pay in various Civil Departments differ in different provinces. The rule that a native of India performing the same duties as an officer recruited from England should draw two-thirds of his salary,

is now very generally in force. The Public Service Commission has lately reported in favour of the constitution of a provincial service whose members shall receive salaries calculated on a different basis from that which governs the salaries of members of the Imperial Service, although they may be performing the same duties. The application of this principle to the salaries of Civil Engineers recruited from the Indian colleges is now, under your Lordship's orders, receiving our attention. The only sound principle on which the salaries of Civil Engineers recruited from England can be fixed is, in our opinion, that laid down in the third paragraph of our colleague, General Chesney's Minute, appended to this Despatch. They should be based on terms which are found to be able to attract a thoroughly efficient body of men, not on an attempt to equalise them with the salaries drawn by Royal Engineers.

6. In regard to pension, we admit and regret the inequality between the two classes. This was not originally intended to exist, at any rate to the present extent, but it has been caused by the fall in the value of silver which was not anticipated, and as we are about to inform your Lordship in a separate Despatch, we are not prepared to propose any remedy at present.

7. We come lastly to the allegations on the subject of promotion, which amount practically to the charge that partiality has been shewn in favour of Royal Engineers as such, and that they have received an undue share of promotion as compared with Civil Engineers, not because of superior merit, but because they belonged to a favoured corps. No evidence is adduced in support of this contention, and we do not admit that it has any foundation in fact. The statement quoted in the 5th paragraph of the President's letter, that "while there is not one Royal Engineer officer who has been permanently passed over by a civilian, or remains without the promotion he might expect from mere seniority, the Civil Engineers so placed can be numbered by fifties or even by hundreds," is so much the reverse of the truth that we can only regret that such incorrect information should have been placed before the President of the institution. As a matter of fact, a considerable number of cases can be readily quoted in which Civil Engineers have, on account of merit, been advanced above Royal Engineers who are their seniors in departmental service and in age. On the other hand, after a careful examination of the lists and records of the office, we are prepared to state that we are unable to find any instances in which Royal Engineers have been promoted before Civil Engineers, except on grounds of selection on account either of general merit or of special fitness for a particular post. More than this we do not consider it necessary or desirable to say in reply to such a charge.

We have &c.

(signed) *Lansdowne.*
G. Chesney.
A. R. Scoble.
C. A. Elliott.
P. P. Hutchins.
D. Barbour.

Enclosures to No. 4.

Enclosure to Public Works Department Despatch, No. 2, of 1890.

Correspondence from 1869 to date between the Government of India and the Secretary of State, in which the desire to place Military and Civil Engineers on an equality in every respect has been expressed.

Extract, paragraphs 3 and 4, of a Despatch, No. 119, dated 30th November 1869, from Secretary of State.

* * * * * *

3. A further question to which I would especially invite your attention is the precise official grade to which passed students should be appointed in the first instance. In this respect there should, in my opinion, be no distinction between them and subaltern officers of the Royal Engineers fresh from Chatham;

Chatham; and as Royal Engineers immediately on joining the Public Works Department are gazetted second grade Assistant Engineers, I consider that the Civil Engineers should take the same position. It cannot fail to conduce to better harmony between the Military and Civil branches of the establishment if whatever advantages are accorded to the members of one, on first entry, should be obtained by both.

4. For a similar reason it may be desirable that the Civil Engineers should be assigned relative rank after fixed periods of service, corresponding with those which qualify for substantive rank in the Staff Corps; and I would further wish you to consider whether there ought not to be only one scale of salaries and allowances for all members of the service, both Civil and Military.

* * * * * *

Copy of Despatch, No. 170, dated 20th December 1869, from the Government of India to the Secretary of State for India.

We have the honour to address you on the subject of salaries of officers of the engineer establishment, and the relative strength of the two classes of executive and assistant engineer.

2. The question of salaries was re-opened in 1866 by a memorial from Major Peile, R.E., representing that Captains of Royal Engineers in the grades of Superintending Engineer received considerably less pay than Civil Engineers in the same grades, and begging that the former might have the option of drawing the civil rates of salary.

3. The matter was fully discussed in the Public Works Department and the Financial Department in a correspondence which terminted in September 1868, when it was referred back to this Department for reconsideration as to the expediency of remodelling the salaries of the Public Works Department on a scale which would put all officers on a fair level.

4. Meanwhile, a movement had been going on among the Civil Engineers of the Department which resulted in a memorial, numerously signed, of which one of the prayers was that the Civil and Military Engineers should be put on the same footing as regards salary, except that Royal Engineer officers should draw their military pay proper in the Military Department, in addition to a conslidated salary in the Public Works Department.

5. The case was first stated in a note by our Secretary in the Public Works Department, Colonel Dickens, who made certain recommendations. The matter was then referred to a Committee consisting of:—

The Honourable Major General Sir H. M. Durand, K.C.S.I., C.B.
The Honourable Mr. Strachey.
The Secretary in the Financial Department.
The Secretary in the Public Works Department.

6. The Committee was assisted by a note drawn up by Lieutenant Colonel Chesney, R.E., Accountant General in the Public Works Department.

7. The Committee drew up no formal report, but their conclusions, which have been adopted by us, are embodied in Financial Department Resolution, No. 3807, dated 6th October 1869.

8. From the time of the formation of the Department, military officers employed in it have drawn a staff salary in addition to their military pay and allowances. It was, however, found in practice that this led to very serious and anomalous inequalities of pay, which became of the greater importance as the number of Civil Engineers in the department increased. In 1864, therefore, a maximum salary was fixed for each grade, in order to prevent the emoluments of military officers of comparatively high military rank and low departmental standing greatly exceeding the corresponding civil salaries, which may be regarded as representing the suitable amount of remuneration. It has now been brought to notice by Major Peile that a difficulty has arisen

in quite the opposite direction, inasmuch as that in some grades the Civil Engineers have an undue advantage when compared with officers of inferior military rank holding high departmental posts. There is no doubt that considerable dissatisfaction has existed among the civil engineers of the Department, and a like feeling has arisen among some of the military officers, while the difficulties in the way of modifying the present system so as to prevent unfair inequalities seemed insuperable.

9. Colonel Dickens accordingly again proposed the adoption of consolidated salaries, which had been suggested in 1864, but rejected. In the first instance he intended to recommend the application of the principle to Royal Engineer officers as to the rest of the department, only allowing them, in addition, half their net military pay. But on the grounds that the feeling of the corps seemed to him to be in favour of giving more prominence to military rank than would thus be conceded, and that the very small difference of pay which would result from military promotion was alleged to be likely seriously to affect the retiring fund of the old Indian corps, he proposed a scale of staff salaries to be drawn by Royal Engineer officers only, in addition to their full military pay and allowances.

10. It appeared to us, however, that this plan would perpetuate, as regards all Royal Engineer officers, the evils of the present system, and that the grounds advanced for its adoption did not seem to be such as could be properly recognised in fixing the scale of salaries of a department like this. Lieutenant Colonel Chesney proposed to give consolidated salaries as a rule, and to allow Royal Engineer officers to draw their military pay in addition, but he would have excepted Royal Engineer officers who are assistant engineers, and these he proposed to allow to draw staff salaries as at present. The reason for this exception was that, by adopting the principle of consolidated salaries, the emoluments of Royal Engineer officers, who have scarcely any option but to serve in the Public Works Department, would be inordinately reduced below what it has hitherto been the practice to give them, or that, if the old rate was maintained, the salaries of the Civil Engineers would be necessarily increased beyond what was required. The remedy for this difficulty is simple, and consists in giving the Government of India the discretion, which, by the way, it has always exercised, of posting an officer joining department to whichever grade of assistant engineer is deemed to provide him with a suitable salary.

11. Lieutenant Colonel Chesney also remarked that any practicable rates of consolidated salary would not suffice to attract staff corps officers to the department, and that the Government would be deprived of the services of a valuable class of officers. But this is a point which may be neglected in the present discussion, for, supposing the view to be quite correct,—which may be questioned,—the practicable result would be unimportant, only eight military officers having entered the department since 1864, who have in consequence joined the staff corps, and it is not necessary to take into account so small a source of supply.

12. After a full consideration of the subject, we have resolved to recommend for your Grace's approval, as affording the best apparent means of meeting all the requirements of the case, the adoption, with the exceptions noted below, of consolidated salaries throughout the engineer establishment, giving to Royal Engineer officers the net military pay of their rank in addition.

13. The first of the exceptions referred to in the preceding paragraph is this: all military officers now in the department who entered the Indian Army previous to 1859, when the conditions of service were changed, should have the option of electing for the new scale of consolidated salary at the rates named below, or of continuing to draw the old rates of staff salary under existing conditions. No present incumbent would receive less than he is now drawing.

14. The next exception is one the adoption or rejection of which it seems necessary to leave to the decision of Her Majesty's Government. The question has arisen whether Royal Engineer officers now in the department, or who may hereafter enter it, should be allowed the option of electing between the old scale of staff, and the new scale of consolidated, salaries. The question is stated

stated in para. 13 of our Resolution in Financial Department. If, on military grounds, it should be thought desirable that they should have the option, we are prepared to allow it, but it seems quite certain that in cases likely to arise in practice, no Royal Engineer officer could hesitate to choose the consolidated salary, as it would necessarily be more to his interest.

15. The grant of net military pay to Royal Engineer Officers, in addition to the consolidated salaries, is in conformity with the conclusions adopted by our Government in 1867 (see Public Works Despatch, No. 110, dated 13th July 1867), which were concurred in by the Secretary of State (see Despatch, No. 113, dated 8th November 1867). There seems nothing in the present revision of the scheme of salaries to lead to any modification of those conclusions.

16. We now proceed to consider the rates of pay that should be allowed in the several grades. It seems reasonable that the new consolidated salaries should be fixed at rates given an average between the actual receipts of Military Officers (drawn in the Public Works Department) and those of Civil Engineers in the same grades. This course would lead to rates somewhat in excess of the present Civil rates in the lower grades, and in excess of the Military rates in the higher grades. The present Civil rates in the lower grades seem to be too low for adoption as consolidated rates, having regard to the claims of Military Officers, and they may, moreover, be regarded as hardly adequate to attract to the service the best class of young Civil Engineers from England. Both considerations point to an increase in the Civil rates. In the higher grades the present Civil rates were deliberately, and after much consideration, fixed in 1864 to correspond with the responsibilities of the posts, and are certainly not now excessive, and no adjustment can be made by reducing them. In fact, it will be seen that we propose a very slight increase in the average consolidated salaries of Superintending Engineers and in the lowest class of Chief Engineers.

17. To give effect to the foregoing views, we propose to fix the new consolidated salaries at Rs. 50 per mensem above the present Civil salary in all grades of Assistant and Executive Engineer. This leads to a small increase to the pay of the lowest grade of Superintending Engineer, which otherwise would be too near that of the highest grade of Executive, and hence we have thought it advisable to reduce the number of grades of Superintending Engineers from four to three. The average new consolidated pay will be Rs. 1,350 as compared with Rs. 1,300 Civil salary under present salary.

* * * * * *

23. It will be observed that we have placed the Superintending Engineers lately appointed to the State Railways, on the new rates of pay in anticipation of the sanction of Her Majesty's Government. The inequalities of salary under the old system in this class between Military and Civil incumbents are so glaring that we have considered it inexpedient to continue them.

24. We consider that these changes will contribute to the efficiency and smooth working of the Department, and strongly recommend them to your Grace's approval.

25. The memorial of the Civil Engineers prays for certain privileges in respect of pension, furlough, and precedence. Your Grace's reply to our representations on the first-named subject, Pensions, has since been published in the "Gazette of India." We purpose, however, to address you again on this matter as stated in our Despatch No. 157, dated 24th November 1869. The second subject, Furlough, has now been under the consideration of yourself and your predecessor for many months, with reference to the Uncovenanted Service generally. The last point, Precedence, is at present under consideration in its general relation to all branches of the services.

COPY of Despatch No. 34, dated 28th April 1870, from the Secretary of State for India to the Government of India.

IN my Despatch No. 119, dated 30th November last, para. 4, I suggested, for the consideration of your Excellency in Council, the desirableness of having only one scale of salaries and allowances for all members of your Public Works Department, whether Civil or Military That Despatch was crossed by one from you, No. 170, of 20th December last, from which it appears that my views in favour of equalizing the remuneration of all members of the same departmental rank had been, to a great extent, anticipated by your Government, and wherein a plan for giving effect to those views is submitted, This plan, which is based on the principle of substituting, in the case of Military members, consolidated rates of salaries for the compound of Military pay and allowance and of Staff salaries which they have hitherto received, and of assigning the same consolidated rates to civilians of the same departmental rank, has, as a whole, my approval. It will increase the emoluments of civilians in some of the lower, and of Military Officers in some of the higher, grades, but experience has shown that in the former grades the present Civil rates are, as you say, "hardly adequate to attract to the service the best class of young Civil Engineers," while, in the latter, it may be taken for granted that those Civil rates, which have never been supposed to be excessive for civilians, cannot be more than sufficient for Military Engineers.

2. There are three exceptions which you propose to make to this general scheme of equalization. You suggest that Royal Engineer Officers shall, in addition to the regular departmental salary, be allowed the net Military pay of their rank; that all Military Officers now in the Department who entered the Indian Army prior to 1859, shall have the option of choosing, once for all, between the old scale of staff, and the new scale of consolidated, salaries; and that all Royal Engineer Officers who may hereafter enter the Department shall have the same option.

3. Of these exceptions, I likewise approve.

COPY of Despatch No. 108, dated 29th July 1870, from the Government of India to the Secretary of State for India.

SINCE the receipt of your Grace's Despatch No. 34, dated 28th April, we have had under consideration the practical introduction into the Public Works Department of the revised rates of salary, and other modifications of rules in connection therewith, which have received the approval of Her Majesty's Government.

2. We have caused a careful estimate to be made of the increased cost of establishment which would be involved, and we find that it will amount, as nearly as possible, to 3,500 *l.* per mensem for the whole of India, *i.e.*, including Madras and Bombay, or rather more than 40,000 *l.* a year.

3. The most important point to be decided is the date from which the revised rates should have effect. Of the annual increase of 40,000 *l.*, about 9,000 *l.* would be charged against Loan Funds, and the balance, 31,000 *l.*, has seemed to us a large sum to transfer from Works to Establishment from the limited and reduced allotment for Public Works during the current year. The 9,000 *l.* would not affect the expenditure on actual work paid from Loan Funds. We have, therefore, after full consideration, come to the conclusion that it will be financially expedient, having reference on the one side to the expectations of the members of the Engineer Establishment, and on the other to the interests of the public, to allow the new rates to be charged against the Public Works Estimate for six months only of the current year, *i.e.*, that the first payments at the new rates should be made in October for September's salaries.

4. But we have been deterred from giving effect to this conclusion by the consideration that no provision has been made in the Budget Estimate for the current year for the increased expenditure on establishments which the

the revised rates involve, and to allow them without your Grace's consent would be to act in opposition to the orders of Her Majesty's Government conveyed in financial Despatches, No. 63, dated 17th March 1864, and No. 227, dated 26th September 1864. We do not desire to do this in anticipation of your Grace's sanction, but we think that strong reasons exist for relaxing the rules in this case.

5. Thus there has been very great delay in dealing with the inequalities of pay which have been represented as grievances both by the military and civil engineers of the Department. The first representations were made so long ago as January 1866, but the matter was complicated and involved much discussion, and it was not until December 1869 that we were in a position to address you with definite proposals. The feeling of discontent in the Department has been aggravated by this delay, and we are of opinion that there should be as little more as possible.

6. Again, the expectation of an early settlement of the question on the part of the civil engineers has been justified by the circular we caused to be addressed to the Department in explanation of the notification forbidding the receipt of commission. A copy of this was sent in our Despatch No. 173, dated 28th December 1869. It was dated so far back as the 6th October 1889, and it concluded with these words:—

"So far from there being at the present time any disposition to depreciate the value of the services of the civil engineers, the Government of India has lately had before it the proposals which, it is hoped, will take early effect for improving their position generally, and placing them in respect to their emoluments on precisely the same footing as all other officers employed on the same duties."

7. Lastly, your Grace has already approved of the revised rates of pay being given to the engineers appointed by us to the State Railways, and those rates have for some time been actually drawn by them. This distinction should cease as soon as possible.

Despatch No. 21, dated 13th April 1870.

8. On these grounds, we have the honour to ask for your Grace's approval of our proposal to allow the new rates of pay to have effect from 1st September, as explained in para. 3. The total sum that will have to be transferred from "ordinary works" to meet the extra charge on account of establishment will thus be 15,000 *l.*, which transfer, when distributed over all the Local Governments and Administrations, will not materially affect the progress of the works in each province.

* * * * * *

EXTRACT Para. 20 of a Public Works Despatch from the Secretary of State, No. 18, dated 22nd March 1883.

20. Although not alluded to in your letter, the question of the pay of the Royal Engineer members of the Department is one which it is desirable now to consider. The opinion has already been expressed by my predecessors that the position in the Department of the military and the civil engineers should, as far as possible, be assimilated, and the time has, in my opinion, arrived when the distinctions which now exist in their emoluments should be removed. I desire therefore, that in future the salary of the Royal Engineer officers admitted to the Department shall not be supplemented by military pay proper, but shall consist only of the salary of the grade or office in which they may be serving. I do not propose that any deductions shall be made from the present allowances of those who are in the Department, but on their promotion the new rule should be applied to them, provided they do not by promotion suffer any diminution in their total present emoluments.

EXTRACT Paras. 24 and 28 to 32 of the Despatch, No. 15 P. W., dated 21st April 1884, from the Government of India to the Secretary of State.

* * * * * *

24. According to this scheme, it is also proposed to increase in the three higher grades, by 50 rupees each, the pay of civil engineers and Staff Corps Officers who are on the consolidated rate of pay, that is to say—

The pay of the 1st grade from Rs. 950 to Rs. 1,000,
" " 2nd " " " 800 to " 850,
" " 3rd " " " 650 to " 700,

and to have three executive and three assistant grades corresponding to the four executive and two upper assistant grades as now constituted.

The present third assistant and apprentice grade will remain as now, outside the above graded establishment, and will be filled as now, by the Indian recruits, who will also, as at present, be promoted into the graded establishment after passing the prescribed periods in these grades, and after passing the necessary examination for promotion to the present 2nd grade (new 3rd grade) of assistants.

* * * * * *

28. We have said in para. 24 that the proposed increase of pay in the executive grades is intended to apply only to civil engineers and staff corps men. The question of the relative emoluments of these classes and of Royal Engineers has been very exhaustively discussed in Note VI. of Enclosure No. 1 and in Enclosure No. 2. The committee have recorded no resolution on it, as we did not consider it necessary to refer it formally to them, but some observations will be found among the appendices to their report. The circumstances of the two services of Royal and Civil Engineers are so essentially dissimilar that it is most difficult if not impossible, to make any strictly accurate comparison of their respective emoluments. At the same time, what has been written appears to us to establish the broad fact that if all advantages, including such as it is now proposed to confer on civil engineers be taken into account, the withdrawal of military pay proper from the Royal Engineers will place the latter in a comparatively disadvantageous position. And we must add that the withdrawal of their military pay proper from the Royal Engineers would involve a very serious alteration of the conditions under which the greater number of them entered the Department, and which under the circumstances, we submit it would not be expedient, if indeed it would be just to insist upon.

Under these circumstances, we beg strongly to recommend that your Lordship's decision (para. 20 of Despatch under reply) to discontinue the military pay proper of Royal Engineers in the Department should be reconsidered.

29. We need not enlarge upon the ill-feeling which has unfortunately so long prevailed among the civil members of the Department, originating in the inequalities which they believed to exist between their position and that of Royal Engineers in respect of promotion, pay, and pensions. Much of this feeling has arisen out of misapprehensions of fact, which we trust the insight afforded by representation on the late committee will have tended to remove.

30. For this state of feeling we are disposed to believe that the best remedy lies in diminishing the points of contact between the two classes, rather than in attempting an assimilation and fusion which it may be impossible, from the nature of the military service, ever satisfactorily to carry out.

Such a diminution might perhaps, be effected by the transfer of all Royal Engineers now in the Civil Works Branch from the lists in which they are now mixed up with Civil Engineers to a new list, to be formed of them and the Royal Engineers in the present Military Works list combined. The same grades and proportions as have been, in preceeding paragraphs, proposed for the Department generally, might be fixed as the normal standard for this new

new royal Engineers' list, and at once applied fully in the lower grades, and progressively in the higher ones, as the present preponderance of senior Royal Engineers in the Chief and Superintending Engineer classes is worked off by casualties.

31. The advantages of such a measure would appear to be these :—

1st. The ordinary promotion of Royal and Civil Engineers would be perfectly distinct in future, depending, in each case, on the casualties of one class alone, and no individual of one class could ever be said to supersede another.

2nd. The serious difficulties and discontent arising from Royal Engineers reverting to the British Establishment after a term of Indian service, and being replaced by strangers from England, who must be inserted in the lists according to their rank (see Resolution No. XXII.), would be avoided.

3rd. The complaints and occasional injustice caused by transfers from, and exchanges with, the Military Works list, and from the absorption of supernumeraries (Resolutions Nos. XXIII. and XXVI.) would be put an end to.

4th. The Royal Engineers, being thus placed on a separate list, might be dealt with separately as Military Officers, their emoluments, gradation, rate of promotion, total sanctioned strength, pensions, &c., being varied from time to time as found best, without in any way affecting the Civil Public Works Department as such. In fact, the Royal Engineers branch of the Public Works Department would be, in a greater part, an organization for Military Works, but lending to the civil works a supply of officers in such numbers and of such rank as might from time to time be wanted. This would, substantially, meet the desire expressed in the Committee's Resolutions Nos. XXII. and XXIV.

32. We are, however, aware that there must be considerable difficulties in pratically effecting such separation without injury to the prospects of promotion of either party. We have not yet been able to frame, to our own satisfaction, a scheme for effecting the object in view, but if we should hereafter succeed in doing so, we shall submit it for your Lordship's consideration.

* * * * * *

EXTRACT Para. 17 of a Public Works Despatch from the Secretary of State, No. 71, dated the 13th November 1884.

17. Upon a reconsideration of the question of withdrawing Military pay from the Royal Engineers in the Department, I agree with you in the conclusion that the pay in question may be continued as heretofore, but I do not approve of the proposal to establish separate lists of the Civil Engineer and Royal Engineer members of the Department, and I am not surprised that you found great difficulty in framing any scheme for the purpose.

COPY of Despatch No. 34 P. W., dated 23rd September 1886, from the Secretary of State for India (Viscount Cross) to the Government of India.

I FORWARD herewith copy of a letter, dated 28th July last, from the War Office, directing attention to a paragraph of the report of the Joint War Office and India Office Committee on the establishment of Royal Engineers to be retained in India, in which the present system of grading Royal Engineers with Civil Engineers on their first appointment to the Public Works Department is commented on.

2. This Repor. was forwarded to you with my predecessor's Despatch in the Military Department, No. 101, dated the 15th April 1886, and the matter referred to is, for the reasons stated by the War Office, one to call for the careful consideration of your Government.

3. In requesting to be furnished with your Excellency's views on the point raised in regard to the first appointment of Royal Engineers and Civil Engineers to your Public Works Department, I would remind you of the discussions which have taken place on the subject of the relative positions of the Civil and Military members of the Department, and of the desire which has been expressed by my predecessors in office, in which I fully concur, to establish their relations on a perfectly equitable footing.

4. At the same time there appears to me *primâ facie* evidence that young Royal Engineer Officers have been placed at some disadvantage on their joining the Public Works Department, and if, after considering the subject, you are of opinion that there is ground for complaint on behalf of these officers, I shall be glad to receive any suggestion which you may have to make for altering the present system of grading them on their first appointment.

No. 20 (Engineers), dated 28th July 1886, from *Ralph Thompson*, Esq., Under Secretary of State for War, to the Under Secretary of State for India.

With reference to the Royal Warrent of 20th February 1886, I am directed by the Secretary of State for War to draw the attention of the Secretary of State for India in Council to the following paragraph which appears at page 7 of the Report of the Joint War Office and India Office Committee on the Establishment of Royal Engineers to be retained in India, viz.:—

"1. We observe that the present system of grading Royal Engineers with Civil Engineers on their first appointment to the Public Works Department has been much complained of, and consider that (with a view to obtaining sufficient volunteers for continuous service in India) it is desirable that the Government of India should consider how far these complaints can be met."

I am at the same time to enclose an extract from a communication recently received in this office on the same subjeet.

As the matter is one that may hereafter deter officers from volunteering for service in India, I am to enquire whether any steps have been taken by the Government of India to remedy the supersession complained of.

Enclosure in above.

Second. It will be observed that no mention is made as to whether any steps are going to be taken to remedy what is without doubt the great grievance of the Royal Engineer Officer serving in Civil employ in India, viz., the subordinate position he holds as regards his Cooper's Hill contemporaries. For young officers who may not know how things stand, the following information will be useful:

"A," an Engineer Officer, goes out to India with, or before, a large batch of Coopers Hill men. They land, say, the same day. The Cooper's Hill men are at once gazetted to the Public Works Department, where they are posted to divisions to learn the language, but which time counts for service. "A," on the contrary, is sent to Roorkee for nine months or a year to do the same, then is brought in under his fellow-voyagers, and then during his whole career has above him a batch, possibly two batches, of Cooper's Hill men.

Copy of Despatch No. 66, P. W., dated 31st October 1887, from the Government of India to the Secretary of State for India.

We have the honour to acknowledge the receipt of your Lordship's Despatch No. 34 Public Works, dated 23rd September 1886, forwarding certain correspondence from the War Office, regarding the present system of grading Royal Engineer officers on their first appointment to the Public Works Department, and the disadvantage at which they are placed in comparison with the Engineers appointed from Cooper's Hill, whose appointments date from the time of passing out of the College.

2. The

2. The matter has been carefully considered by us, and we are of opinion that in this particular respect there is an inequality between the young Royal Engineers and the officers from Cooper's Hill who enter the Department annually as recruits; and we should be willing to formulate a rule under which Royal Engineer Subalterns recruited since the year 1872, when the Cooper's Hill Engineers first entered the Department, should count their departmental service as commencing two-and-a-half years after date of first commission, provided that they should not add more than, say, one year to their actual service in the Department.

3. Such a rule would place Royal Engineers and Cooper's Hill Engineers, as nearly as could be, on an equality in respect of the age at which departmental service begins to count. The men from the Indian Colleges join the Department as apprentices, and do not come into competition with either Royal Engineers or with those from Cooper's Hill, until at least a year, and generally a longer period, has elapsed since they passed out of College; so that Royal Engineers cannot be at any disadvantage in respect to this class.

4. With reference to the remarks in the third paragraph of your Lordship's Despatch under reply, we append a minute by our Honourable Colleague Sir Theodore Hope, expressing his views regarding the relative position of Royal and Civil Engineers in the Public Works Department.

5. A minute on the same subject by the Honourable General Chesney will follow.

Documents accompanying.

MINUTE by the Hon. Sir *Theodore C. Hope*, K.C.S.I., C.I.E., and Enclosures.

MINUTE by the Hon. Sir *Theodore C. Hope*, K.C.S.I., C.I.E., dated 31st October 1887.

ALTHOUGH it may scarcely be possible to preserve an exact balance in the relative positions of Royal and Civil Engineers in the Public Works Department, I entirely concur in the general policy which I understand the Secretary of State to have laid down, that the two are to be equalised, and established on a perfectly equitable footing, as far as may be possible. This policy, I may point out, is in harmony with the principle adopted in the report of the Committee on the employment of officers of Royal Engineers in Civil Departments of the State, presented to Parliament in 1871 [c—276]. The correspondence regarding the reorganisation of the Department has proceeded upon this basis. Under the belief that the two were at that time pretty equal, I assented to the insertion, in the Government of India Despatch No. 15, dated 20th April 1884, of a paragraph deprecating the enforcement of the order Lord Kimberley had issued, that the "net Military pay" of Royal Engineers should be withdrawn.

Times have since changed, and as I was primarily responsible for that Despatch I wish to take this opportunity of pointing out the fact.

2. While admitting that, in respect of the particular point of age to which the accompanying Despatch refers, Royal Engineers are at a disadvantage, as compared with the Civil Engineers who are recruited from England, I think it necessary, before proceeding to redress the inequality, to review the relative position of Royal and Civil Engineers in the Public Works Department, in regard to the advantages possessed by each class.

3. With this object in view, I would invite reperusal of the discussion which took place in 1883, in connection with the reorganisation of the Engineer Establishment, and which originated in the order given in Lord Kimberley's Despatch No. 18, dated 22nd March 1883, paragraph 20, that the pay of Royal and Civil Engineers should be equalised by the net Military pay of Royal Engineers being given up. In our reply to that Despatch, No. 15 Public Works, dated 20th April 1884, we strongly remonstrated against this order being carried into effect, on the ground that, combined with the advantages already conferred on Civil Engineers and those then proposed, it would so far reverse the previous position as to give the latter an advantage over Royal Engineers which was

undesirable. This opinion was based on notes and calculations which accompanied the Despatch. In those calculations, which attempted to reduce the relative advantages of Royal and Civil Engineers to an equation, the net Military pay of the Royal Engineers on the one hand was set off against the following three factors, which represented advantages of the Civil Engineers:—

First.—Certain increases in salaries which we proposed should be applicable to Civil Engineers only.

Secondly.—The superiority of the pensions then just sanctioned for Civil Engineers.

Thirdly.—The start of one year in point of age possessed by the Civil over the Royal Engineers.

Table VI. of enclosures to Despatch of 1884.

4. In paragraph 28 of our Despatch we said: "What has been written appears to us to establish the broad fact that if all advantages, including such as it is now proposed to confer on Civil Engineers, be taken into account, the withdrawal of 'net Military pay' proper from the Royal Engineers will place the latter in a comparatively disadvantageous position."

5. Since our Despatch was issued the position has changed—

First.—In Lord Kimberley's Despatch No. 71 P. W., dated 13th November 1884, our proposals for raising the pay of Civil Engineers in certain grades were not accepted, but the salaries of the four lower grades were allowed to be raised indiscriminately.*

* 3rd grade Executive Engineer.
4th grade Executive Engineer.
1st grade Assistant Engineer.
2nd grade Assistant Engineer.

Secondly.—Under the Royal Warrant of 20th February 1886, Royal Engineers who elect for continuous service add, to the pensions allowed under the Warrant of 1881, a proportion of the Staff Corps scale of pensions according to the length of their service in India; and as in the future those Royal Engineers who elect for continuous service will have practically had their whole service in India, the pensions of Royal Engineers in the Public Works Department will virtually be the Staff Corps pension. These pensions are paid in sterling, and are, on the whole, unquestionably superior to those of Civil Engineers.

Thirdly.—We are now asked in the Despatch under reply to consider whether the disadvantage under which Royal Engineers labour, as regards mode of calculating seniority in the Department, should not be adjusted.

6. Before, however, going further I wish to notice a correction which should be made in the calculations referred to. When we assumed, as we did in the equation between Royal and Civil Engineers, that the net Military pay was the whole measure of the advantage, in salary alone, possessed by Royal over Civil Engineers, we understated the advantage of the former. It is of importance to correct this error, because I have noticed that it has been stated on other occasions that the difference between the Civil salaries and those of Military men in the Department is necessarily the amount of the net Military pay only. This is not the case, for those who draw on the staff scale, which was the original scale for all Military men, before the consolidated scale was introduced, may, under certain circumstances, draw either less or more than the consolidated rates. Thus a Major, R.E., who is a Chief Engineer, 3rd class, would draw only Rs. 1,440-14 on the staff scale against Rs. 1,982-10 drawn by a Royal Engineer of the same rank on the consolidated scale, and Rs. 1,800 drawn by a Civil Engineer; on the other hand, a Lieutenant Colonel, R.E., being an Executive Engineer, 1st grade, draws Rs. 1,493-8 against Rs. 1,193-8 drawn by an officer of the same military rank on the consolidated scale, and against Rs. 950 drawn by a Civil Engineer. The above are somewhat extreme illustrations, but instances of the first were not unfrequent some years ago, and there are instances of the second at present. The table appended compares the rates drawn under

under the two military scales, with the salaries of Civil Engineers, and an examination of these scales will show that when departmental promotion is rapid, compared with military promotion, as it used to be some years ago, the consolidated scale is the more advantageous to Royal Engineers; but when departmental promotion is slow, as it is at present, and will probably be in future, the staff scale is considerably the best.

7. At the present time there are about 60 per cent. of the Royal Engineers in the engineer branch of the Department who draw their pay under the "staff" scale. These officers draw, on the average, about Rs. 220 a month each more than the civil salaries of their departmental rank, and about Rs. 65 a month each more than they would do under the consolidated scale. That is, their salaries are, on the average, Rs. 65 a month greater than the civil pay of their departmental grades, *plus* the "net Military pay" of their regimental rank. The pay of all the Royal Engineer officers drawing pay under both scales taken together, averages rather more than Rs. 40 a month above the sum of civil pay, *plus* net military pay.

8. A second table appended to this Despatch shows the departmental and regimental rank of Royal Engineer officers, and compares the differences between civil and military salaries at the present time. Moreover, the differences of the salaries of Royal and Civil Engineers are, it will be found on careful analysis, greater now than they formerly were. Thus the average difference in 1867 and 1870, before the "consolidated" scale was introduced, was about Rs. 146 and Rs. 167 respectively. In 1887 the average difference of those who draw under the "staff" scale is about Rs. 220; and the average for those under both scales is about Rs. 200 a month. The comparatively low average difference of former years is partly due to the fact that individual Civil Engineers, not unfrequently, drew higher salaries than Royal Engineers. This is a case, as will be seen by the first illustration in paragraph 7, which is only possible when departmental promotion is rapid, in which case the "staff" scale is less favourable than the "consolidated" scale. As departmental promotion, at the present time, is not rapid, and as it will, as explained in our Despatch No. 10 P.W, dated 2nd February 1886, become more retarded in future, the differences between the salaries of Civil Engineers and Royal Engineers under the two scales as a whole, and in greater degree under the "staff" scale alone, will probably tend to increase rather than diminish as time goes on. As the "staff" scale is the one under which the majority of Royal Engineers draw their salaries, and will certainly be the scale for which the great majority will elect in future, these differences not only will be larger than they are now, but will in almost all cases be larger than the amount of "net Military pay."

9. The conclusion then to be drawn from what is said in the above paragraphs 4—8 is, first, that two of the factors in our former equation, namely, the proposed increase in Civil Engineers' salaries and the Royal Engineers' pensions, have wholly changed; secondly, that the advantage of salary on the side of the Royal Engineer was understated. To this we may add that the exchange was assumed in the calculation at 1 *s.* 8 *d.*, whereas it is now under 1 *s.* 6 *d.*, and this would give a still further advantage to the pension of Royal Engineers if the original equation were recast.

10. There is yet a further very material advantage which has been gained since the correspondence of 1883 took place, and this is that under the Royal Warrant of 20th February 1886, Royal Engineers of the Public Works Department who elect for continuous service come under the furlough rules of chapter V. of the Civil Leave Code; and as military officers, subject to civil leave rules, they become entitled, amongst other advantages, from which Civil Engineers are excluded under this chapter, to minimum ordinary furlough allowances of the Covenanted Civil Service. The effect of this is that the Royal Engineer receives his full pay, if it does not exceed 500 *l.* a year; if it does exceed that amount he draws 500 *l.* until his half-pay exceeds that amount, and he then draws his half-pay. The Civil Engineer, on the other hand, can only draw the equivalent of his half-pay, whatever that may be. The effect of this, taking the exchange at 1 *s.* 6 *d.*, is that a Civil Engineer cannot draw as much

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furlough pay as a Royal Engineer of the lowest rank, namely, Assistant Engineer, 2nd grade, until the Civil Engineer has been an executive engineer, 3rd grade, for three years; and a Royal Engineer of the rank of executive engineer, 4th grade, will draw more than a Civil Engineer who is superintending engineer, 3rd class, or four grades above him, and proportionately more than Civil Engineers below that class, but of rank higher than, or equal to, his own. It may be added that the Royal Engineer still retains an advantage, which he has all along possessed over the Civil Engineer, namely, that his maximum furlough allowance is 1,000 *l.* a year against 800 *l.*, the maximum of the Civil Engineer.

11. Summing up the above, it appears that all the advantages credited to the Civil Engineer in the former comparison have disappeared; that the advantages of Royal Engineers in point of salary and in the exchange value of the rupee and £. sterling were considerably underrated, and that the advantages in furlough pay were wholly omitted. At the present moment there can be no doubt that the rates of pay, pension, and leave allowance of the Royal Engineers are considerably higher than those of Civil Engineers in the same Department, and doing the same work, and that the difference is greater than it ever was.

On the other hand, it may be said that the superiority in pay, over and above that of which the net military pay is a true measure, is liable to be affected at any time by new warrants, which affect the rate of military promotion; and in this connection it may be mentioned that the military pay with the regimental rank of colonel has practically disappeared since the majority of officers, now in the Department, made the election between the staff and consolidated scale; the effect of this is to reduce the highest pay obtainable on the staff scale by amounts varying in different grades from Rs. 60-14 to Rs. 263-1, and the highest net military pay by Rs. 60 14.

It may be added that there is one very obvious disadvantage which affects Royal Engineers and not Civil Engineers, namely, that the former are compelled to leave the Department on promotion to Major General, if they do not then hold the rank of Chief Engineer, 1st class, and that they are compelled absolutely to vacate when promoted to Lieutenant General. In several cases such promotion and consequent retirement has happened and will happen in the future from the first of these causes, some time before the officer attains the age of 55 years, so that Royal Engineers are liable to lose entirely the emoluments of the highest grades in the Department.

12. Taking all these points into consideration, it is clearly impossible to place the two classes on a perfect equality; but, on the whole, I feel no doubt that at the present time the Royal Engineers have a considerable advantage over the Civil Engineers. My only reply, therefore, to the Secretary of State's Despatch of the 23rd September last, is that I do not recognise any necessity for remedying the small disadvantage under which Royal Engineers labour, who may not be able to enter the Department within two-and-a-half or three years of their gaining their commissions; unless, indeed, it be made a part of a comprehensive revision calculated to bring about a far more complete and equitable balance of advantages between the two classes of officers than exists at present. I may add that any such alteration in the present rules seems to me the more unnecessary, because, as observed by Lord Salisbury, in the Despatch No. 61, dated 9th November 1876, written in connection with the same subject, it would give colour to the idea that seniority, rather than merit, confers a right to promotion.

MINUTE by Lieutenant-General *G. Chesney*, dated 31st October 1887, which originally accompanied Despatch No. 66, Public Works, dated 31st October 1887.

THE Despatch, as now sent home to the Secretary of State, is limited to the simple issue raised by his Lordship, whether the Royal Engineer Officers should be put on the same footing as the Civil Engineers from Cooper's Hill in respect to standing on first entering the Public Works Department. The Despatch proposes

proposes that they should be, and there I venture to think the matter should be left. For with respect to the points raised in the Minute by Sir Theodore Hope, it appears to me that to attempt to appraise in specific values the relative advantages and disadvantages attaching to the two services is from the nature of the case impracticable, This, I think, is sufficiently shown by the complicated calculations and considerations which are brought out in Sir Theodore Hope's Minute, which seem to me to leave the matter pretty much as before. This service has one advantage, that has another, and so on; but surely each advantage is incommensurable, and the so-called equation of conditions perfectly indeterminate. As well attempt to establish an equation of beauty between a blonde and a brunette.

Even if the conditions of the two services were so laid down as to present the appearance of equality, this equilibrium is liable to be immediately upset by any royal warrant which may be published altering the status of the Royal Engineers. This has happened before, as, for example, when the grade of colonel was abolished; again, when the establishment of general officers was altered; again, in the rules limiting the tenure of office of Lieutenant-Colonel to five years; and again, when the Royal Engineers were admitted to the benefits of Indian pensions;—there is no reason to suppose that we have arrived at finality in the matter of change. Are we then whenever a change of this sort is made to re-open the whole of this question again?

A main point to be kept in view in dealing with the two services, the conditions of which are and must be necessarily different, appears to be that the terms of remuneration should be sufficiently attractive to secure a superior class of men in each, especially at the outset. As regards the Civil Engineers from Cooper's Hill, the initial rate of salary has been fixed at a rate which experience shows is sufficient to attract a superior class of candidates to the service. As regards the young officers of Royal Engineers the rate of remuneration now fixed at starting for them is somewhat higher. But it is not more than sufficient for the purpose in view, for we should fail to secure them for the Indian service if the subaltern of Royal Engineers entering the department after from four to five years previous service were to find that he is practically getting the same pay as his younger brother doing duty with a native infantry regiment. It is not proposed, I believe, to raise the pay of the Civil Engineer in this grade; the effect of cutting down that of the Royal Engineer would probably be that very few would be willing to enter the Public Works Department. So long therefore as it is considered desirable to maintain a reserve of Royal Engineers in that Department during peace time, I submit that it is not desirable to alter their emoluments, especially at the outset. And without admitting the validity of the calculations given in my Honourable Colleague's Minute, or opposing them by another set of calculations to bring out a contrary result, I would deprecate this mode of dealing with the subject as being really inconclusive.

— No. 5. —

P. W. 163.

Sir, India Office, 19 February 1890.

WITH reference to your letter to the Secretary of State for India, dated 27th May 1889, and to this Office letter dated 7th June 1889, in respect to certain alleged grievances of the Civil Engineer members of the Public Works Department, I am now directed to address you as follows.

The representations of the Council of the Institution of Civil Engineers were to the effect that the Civil Engineer members of the India Public Works Department were in a less favourable position than the Royal Engineers employed in the same service as regards their pay, pensions, and promotion, and the Government of India were requested to furnish the Secretary of State with their views on the various points raised in your letter.

In considering the subject, it should, in the first place, be borne in mind that the recruitment and employment of the officers of the two services are under different conditions and regulations, and that, while it is desirable in the interests

of the State that the Public Works Department should contain a certain number of military engineers, the terms of their commissions must be adhered to in whatever capacity they may be employed. It should be remembered also they are always liable to be called off to perform military duty in the field, and that this fact alone would entitle them to a certain amount of additional remuneration.

The Council of the Institution no doubt understands that the inequalities of pay, as to which complaint is made, arise from the military officer retaining his military allowance. One method of producing equality would be by depriving the Royal Engineer of this pay ; but such a measure has, after full consideration, been decided for various reasons to be inexpedient. The alternative method of levelling up the pay of the Civil Engineer to that of the Royal Engineer would involve a serious additional charge on the revenues of India which could not be justified, while the present pay and pensions offered to candidates are sufficient to attract very capable Civil Engineers to the Service.

With regard to pensions, those granted to Royal Engineers are, in accordance with their engagements, paid under the rules of the corps at certain amounts in sterling, and are altogether separate from pensions for Indian service alone. The fall in exchange has no doubt affected the value of pensions payable to Civil Engineers, when converted from rupees to sterling, but the state of the Public Works officers in this respect cannot be considered apart from that of the other Departments in India who are in a similar position.

In regard to the allegation that undue preference has been shown to military officers in the matter of promotion, the Government of India observe that no evidence is adduced in support of it, and they do not admit that it has any foundation in fact. They consider that the contents of the 5th paragraph of your letter must have been based upon incorrect information, and they express regret that such information should have been placed before the Council of the Institution of Civil Engineers. The Government of India state further that, in a considerable number of cases, Civil Engineers have, on account of merit, been advanced above Royal Engineers who were their senior in departmental service and in age.

The Secretary of State trusts that the foregoing statements and explanations will have the effect of removing the impressions under which your letter under reply appears to have been written.

I am, &c.
(signed) *John E. Gorst.*

The President,
Institution of Civil Engineers.

— No. 6. —

The Institution of Civil Engineers,
25, Great George-street, Westminster, S.W.,
20 May 1890.

My Lord,

THE Secretary of State's letter under reply states that the recruitment and employment of the civil and military officers is different, that the military officers are liable to field service, that the additional pay granted to Royal Engineers is military pay justified by military liability, that levelling up the pay of the Civil Engineers cannot be justified while the present pay and pensions attract very capable Civil Engineers, that Royal Engineer pensions are paid in sterling under the rules of their corps, that the value of the Civil Engineers' pensions has been lessened by the fall in exchange, and finally that the accuracy of the statements as to the supersession of civil by military officers is traversed by the Indian Government.

2. With regard to the liability for military service, the difference between the two services is not so great as might be supposed, for Civil Engineers also have frequently been employed in the field with expeditionary columns, as for example in the Afghan war, Black Mountain Expedition, the Burma war, the Sikkim and Lushai Expeditions, and a scale of wound pensions, family pensions, and gratuities in case of death in or caused by active service to officers and subordinates of Civil Departments employed with troops in the field has just been published by the Indian Government.

3. The

3. The claim of the Civil Engineers for "equal pay" was fully admitted by the letter of Mr. J. K. Cross, M.P., Under Secretary of State for India, as shown in Appendix I., and evidently nothing less than this would meet the equity of the case, and the repeated promises to which the Government has pledged itself.

4. The contention of the Secretary of State that the present pay and pensions are sufficient to attract very capable Civil Engineers is not, in the opinion of the Council, borne out by the circumstances of the case. The Government of India can only judge of the qualifications of its engineers by those who are now in responsible positions, and who were attracted by statements and promises which have not been fulfilled. Many men have, in consequence, retired through disappointment, and their experience has been lost to Government, while others have been deterred from entrance by the widespread discontent in the Service. Moreover, it is a fact within the cognizance of the Council that there is increasing difficulty in securing capable engineers for foreign and colonial appointments.

5. In the fifth paragraph of the Secretary of State's reply to the Council it is stated that pensions paid to Royal Engineers "are altogether separate from pensions for Indian service alone." The Council begs leave to point out that the comparison is between the pensions of Civil Engineers on continuous Indian service and those adjudged necessary in 1886 to attract officers of the corps of Royal Engineers to volunteer for continuous Indian service. A note on this matter of pensions is added in Appendix II.

6. The fall in exchange is undoubtedly a most important part of the question. It not only directly affects the present payments, but introduces an element of uncertainty into the pensions also. This attracted the particular notice of your predecessors in office, one of whom distinctly recommended "one scale of salaries and allowances for all members of the service, both civil and military," and the failure of the Government of India to carry this into effect has proved one of the chief causes of discontent. As, by the decision of the Secretary of State, the Civil Engineers no longer belong to the Uncovenanted Service, and a special chapter to meet their case was ordered in Despatch, No. 18, P. W., of March 1883, to be inserted in the Pension Code, it is evident that concessions to them cannot afford a precedent for other departments. The fact that the rules of the corps of Royal Engineers provide for payment of pensions in sterling, whilst Civil Engineers enjoy no such rule, only emphasises the difference of treatment as regards the two departments.

7. The Government of India challenges the accuracy of the information supplied to the Council as to supersession of Civil Engineers by military officers, and remarks that no evidence is adduced in support thereof. The Council regrets exceedingly that the Indian Government, with all data at its disposal for arriving at a decision as to the facts, should have compelled the Council to name individual officers. It is with the greatest reluctance that this is now done, and it is only because the Indian Government directly challenges the proof of the statements made to the Council of the Civil Engineers that the general and impersonal statements previously made are departed from. The cases quoted have been compiled by reference to the official classified lists. It is possible that some unavoidable errors may have crept in, but they are believed to be substantially accurate, while certain cases, such as Nos. 7, 12, 14, 16, 18, 21, 22, 23, 28, 30, 33, 35, and 36 are recent and can be easily verified. The statements made by the Civil Engineers, and quoted in the letter from the Institution in May 1889, were from documents published in 1887, and, it is asserted, were then subjected to the closest scrutiny. That they are still practically accurate seems to be borne out by the facts in Appendix No. III. The just reward of a deserving officer is held (§ 7, Despatch No. 50, P. W., of 1881) to be promotion up to the rank of Executive Engineer, 1st grade, after certain periods of age and service. It is admitted that mere seniority carries no claim to higher advancement. A comparison of the periods at which the Viceroy's Council considered promotion to be due with those at which the Civil Engineers have actually obtained promotion, as shown by the classified lists up to July 1889, bears out the statement that they fall short of that standard in very considerable numbers, especially in the assistant grades.

When this is contrasted with the remarkably rapid promotion of certain military officers, especially in the Revenue branch, the high average of promotions enjoyed by the Royal as compared with the Civil Engineers, and the fact that many of the former practically count service out of the Public Works Department towards promotion in it, the statements of the Civil Engineers would appear to be practically correct.

8. For the construction, maintenance, and administration of public works the Government of India is obliged to employ a permanent graded staff of Civil Engineers for "continuous service in India." Such service necessarily involves periodical leave spent in England for the recruitment of health and energy, with a reasonable prospect of ultimate retirement on pensions adequate to the cost of living in their native country. These conditions can only be fulfilled by the payment of furlough allowances and pensions at 2 *s.* to the rupee. Considering the importance of the economical administration of the Public Works Department, the Council is satisfied that the true interests of the State will best be served by removing the sources of discontent affecting the Civil Engineers. These gentlemen are officers of high professional standing, and are qualified to fill all the appointments in the Department. They are brought into direct contact with the working classes of India to an extent which is the case with no other Department, and they are intrusted with works of vast public utility, involving the control and disbursement of large sums of money. Practically, nearly all the hard work of the Department falls to the lot of the Civil Engineers, and they do not object to this; but it is unreasonable to expect that the best results can be secured while they feel themselves unfairly dealt with in the matter of preferment, and are harassed by perpetual doubt and uncertainty as to the value of their furlough allowances and pensions.

9. The Council is satisfied that equal treatment in pay, in promotion, and in a fair share of the higher administrative appointments, together with the payment of pensions and furlough allowances in sterling at 2 *s.* the rupee, can alone be regarded as a discharge of the long-deferred promises.

10. The Council is informed that the recommendations of the Public Service Commission, published in 1888, have been accepted by the Government of India, and have been already partially adopted by some of the local governments, by which a reduced staff of officers is likely to result. In view of this, it seems that there is now presented a most favourable opportunity for the full redemption of the reiterated promises for one scale of emoluments for all officers both civil and military. The constitution of the Department on such a basis would further carry out the recommendations of the Public Service Commission, that "The conditions of service in the Imperial branch should be "fixed with a view to secure the necessary qualifications in England, and "should, as far as possible, be uniform for all officers employed on it." (Report of the Public Service Commission published in 1888, Ch. IX., paragraph 119.)

I have, &c.
(signed) *Jno. Coode*, President,
Signed on behalf, and by request, of the Council.

The Secretary of State
for India.

APPENDICES.

APPENDIX I.

The promises of Equality.

These begin in 1869, and are as below :—

Copy of paragraph 3 of Government of India Public Works Department Circular, No. 84, dated Simla, 6th October 1869, ordered to be communicated to all civil engineers :—

3. The Government of India unreservedly declares its complete confidence in the body of civil engineers in its service. It has long been and continues to be the desire of the Government of India to recognise their merits and just claims

as

as fully as those of any other class of its officers, and its appreciation of them is sufficiently proved by the large addition to the number of civil engineers employed under Government during the last few years. Further, so far from there being at the present time any disposition to depreciate the value of the services of the civil engineers, the Government of India has lately had before it proposals, which it is hoped will take early effect, for improving their position generally, and placing them in respect to their emoluments on precisely the same footing as all other officers employed on the same duties.

This was followed by a letter from the Duke of Argyll to Lord Mayo, and a reply thereunto as under :—

Extract from Letter, No. 119, dated 30th November 1869, from the Duke of Argyll to the Governor General of India :—

Paragraph 3. "It cannot fail to conduce to better harmony between the military and civil branches of the establishment if whatever advantages are accorded to the members of one on first entry should be obtained by both."

Paragraph 4. . . . . "And I would further wish you to consider whether there ought not to be only one scale of salaries and allowances for all members of the service, both civil and military."

Reply to the above :—

Extract from a Letter, No. 43, dated 25th March 1870, from Lord Mayo to the Duke of Argyll :—

Paragraph 16. "We may remark that we have already recommended the equalization of the pay of the military and civil branches of the Department." . . . . .

"On this point we only add that we shall be glad to see some plan adopted by which the furlough allowances of civil engineers shall be equalised with those of military officers in the Public Works Department, and, so far as practicable, their advantages of pension also."

In 1883 Lord Kimberley wrote as follows :—

Extract from Despatch No. 18, P. W. D., 22nd March 1883 :—

"The opinion has already been expressed by my predecessors that the position in the Department of the Military and Civil Engineers should, as far as possible, be assimilated, and the time has, in my opinion, arrived, when the distinctions which now exist in their emoluments should be removed."

Again, Mr. J. K. Cross, in his Letter, No. 197, to E. H. Carbutt, Esq., M.P., dated India Office, 3rd April 1883, says :—

"Lord Kimberley observes that you are under the impression that the present disparity of the pay of the Civil and Military Engineers will be maintained. This is not the case. It is intended that they shall in future receive the same amount of pay."

These promises are public property. They were known to many intending candidates for the Public Works Department, as well as to those actually in the service. They were made on behalf of the Crown, and not having been fulfilled the honour of the Crown is at stake.

Ought they to be treated as of no value or consequence, and set aside?

Up to the present they have never been redeemed.

Finally, the Public Service Commission Report of 1888 proposes that the Imperial branch should consist of Royal Engineers and Civil Engineers appointed in England, and that their condition of service should as far as possible be uniform.

These promises are supplemented by another contained in Lord Kimberley's Despatch, No. 18, P. W. D., 22nd March 1883, which promises equality in the distribution of the higher appointments of the service. It seems as difficult to reconcile the Table II., which is given in Appendix III., with this last promise as it is to harmonize the disparities which still exist between the emoluments of civil and military officers with the preceding declarations.

The promises quoted would be abundantly sufficient to establish the claim of the civil engineers, did they stand alone. But the published despatches all deal with the equality of treatment of the two classes as a premiss, not as matter of

argument. Thus, in Despatch, No. 50, P. W. D., of 16th December 1881, the Government of India recommends :—

A re-grading of the Department, to improve the prospects of all officers.

That such a rate of promotion be given as will ensure steps at 3, 7, 12, 17, and 22 years' service, so as to give promotion at fair ages up to the point at which selection usually begins.

That an improved scale of pension be given to civil engineers, the scale proposed being nearly staff corps pensions converted into rupees at 10 to the pound.

That all civil engineers should have the same furlough rules.

That a compulsory provident fund should be created and contributed to by Government. This last is expressly given as a set-off to the military emoluments (*vide* § 21).

Such a scheme, coupled with a sterling rate, would undoubtedly have satisfied the civil side.

Again, Cooper's Hill College has been and continues to be used as a recruiting ground for the corps of Royal Engineers; and lastly, when the Royal Engineers, represented that they were at one slight disadvantage as compared with the Cooper's Hill Engineers in respect of their age of entrance, seniority not exceeding one year was granted to them for the express purpose of equalising the two. With such glaring disparity of emoluments as exists between the Civil and Royal Engineers, this prompt redress of a trifling inequality on the other side seemed to the civilians little more than bitter irony, though this redress, on these grounds, emphasises the repeated declarations of the Government of India and the Secretaries of State that the civil and military branches should enjoy perfect equality of treatment.

Appendix II.

Note on Pensions of Officers, Public Works Department.

As regards pension, the Council would call attention to the comparative statement of pensions which follows, and would offer the following remarks upon what appear to be the general considerations underlying the grant of pensions. It will be noticed that the old Bengal Engineers, who are now disappearing from the Service, received very liberal pensions, and the present Staff Corps (*i.e.* officers of Native regiments) also received liberal pensions; but the Royal Engineers of the British Army received, up to the year 1886, the comparatively small pensions of their corps. The question of the differences between the pensions of these three classes, viewed in connection with the reason for raising the pensions of the Royal Engineers of the British corps in 1886, carries with it an instructive lesson. The Bengal Engineers and the Staff Corps officers served continuously in India; Royal Engineers of the British Army are not bound to serve continuously in India; after a short tour of service they can return to England. In 1886 it was considered necessary, in order to attract Royal Engineers into the Public Works Department, to induce a certain number of them to elect for continuous Indian service; to effect this they were given the pensions of the Staff Corps. The concession that was required of them, and the price that was to be paid for it, were clearly marked. They were about to bind themselves more closely to the work of civil engineering, and they were about to assimilate their conditions of service, as regards working in the Indian climate, to these already obtaining with the civil engineers. The authorities concerned had therefore to settle what pension would suit these conditions. They granted Staff Corps pensions, and they thereby virtually admitted that the civil engineer pensions are unquestionably inadequate. This conclusion is also reached from the repeated declarations of the Government of India and various Secretaries of State, that the advantages of pension should be as far as possible assimilated. The Council is aware that a movement in this direction was made in 1884, but simultaneously with the grant of somewhat better rules to the civil engineers, the decline in exchange set in, and two years later the pensions of Royal Engineers serving in India were raised, making the disparity greater than ever. How considerable the disparity now is will be seen from the table which follows :—

TABLE comparing Pensions of Royal Engineers and Civil Engineers in the Public Works Department.

Total Number of Years' Service.	Royal Engineer, Old Indian List.	Royal Engineers of the Imperial List who do not elect for continuous Service in India.	Royal Engineers, Imperial List, who elect for continuous Service in India. (These are Staff Corps Pensions.)	Minimum Number of Years necessary to serve in India.	Civil Engineers from Cooper's Hill College, being the most favourable Rules for Civil Engineers.	Minimum Number of Years necessary to serve in India.	REMARKS.
	Pensions of £.	£.	A gratuity of £.	*	†	†	
1 to 10	—	—	—	—	A gratuity of one month's pay for each year of service.		Royal Engineers who find that they are unable to stand the climate of India can revert to home duty, and need not retire from the service, as civil engineers have to do under similar circumstances.
After 10	—	—	—	—	Pensions of £.		
11	—	—	—	—	66		
12	—	Gratuity of 1,600	1,000	—	93		* Royal Engineers are allowed to count 3 years' home service for Indian pensions, also the time spent by captains at Chatham under instructions at the School of Military Engineering, and furlough to the amount of 4 years in 20 years', 5 years in 25 years', and 6 years in 30 years' service. *Vide* Army Regulations, India, Vol. I.
13	—	—	—	—	120		
14	—	—	—	—	146		
15	—	Gratuity of 1,600	1,600	—	173		
16	—	—	—	—			
17	—	—	—	—			
18	—	Gratuity of 2,000	2,000	—	200		
19	—	—	—	—			
20	341						† The pensions of civil engineers, though shown in sterling, are paid in rupees. The amounts shown are the values at a rate of exchange of 1 *s.* 4 *d.* per rupee.
21	351	Pensions per annum of 200	Pensions of 250	13½	266	17	
22	361						
23	371	If a Mayor 250	—	—	—	—	
24	482	Or if 7 years a Major 300	365	16¼	—	—	‡ Civil engineers from Cooper's Hill College, who are kept for a year's practical training in England, count that year as service for pension and furlough to the amount of 2 years in 20 years', 3 years in 25 years', and 4 years in 30 years' service.
25	492	—	—	—	333	21	
26	502	—	—	—			Other civil engineers, appointed by the Secretary of State, count service for pension from the date of landing in India, and therefore have to put in one year more service in India than civil engineers from Cooper's Hill College. A few civil engineers with English training, but appointed in India, are allowed the same rules as civil engineers appointed in England otherwise than from Cooper's Hill College.
27	512	If a Lieutenant Colonel, and with 7 years' service as Major and Lieutenant Colonel with a regiment, or 5 years on the Staff 300	500	19¼			Civil engineers trained in India have still more unfavourable rules.
28	595	—	—	—			
29	605	—	—	—			
30	615	If a Lieutenant Colonel, and with 7 years' service as Major and Lieutenant Colonel with a regiment, or 5 years on the Staff, or at age of 55 365	—	—	£.		
31	625	If a Colonel, and retired, for age or otherwise, after serving 5 years as Lieutenant Colonel and Colonel 450	700	22½	A superintending engineer, after 3 years' service as such, draws extra 66 A chief engineer, after 3 years' service as such, draws extra 133	25	
32	728	—	—	—			
33	736	—	—	—			
34	746	Major-General at age of 62 700	—	—			
35	900	Or if retired earlier, a minimum of 600	—	—			
36	910	Lieutenant-General at age of 67 850	—	—			
37	920	Or if retired earlier, a minimum of 750	—	—			
38	1,000	General 1,000	750	32½			
Note.—The maxima are	£. 1 000	£. 1,000	£. 750	—	£. 466		

It will be seen from this table that engineers in the service of the Government of India can retire—

	If R.E., paid in Sterling.	If C.E. (bulk of C.H. Men), paid in Rupees.
	£.	£.
After 13⅓ years' actual service in India, exclusive of leave - -	250	None.
14 " " " " - -	250	"
15 " " " " - -	250	"
16½ " " " " - -	250	"
17 " " " " - -	365	"
18 " " " " - -	365	266
19 " " " " - -	365	266
20 " " " " - -	500	266
21 " " " " - -	500	266
22 " " " " - -	500	333
23 " " " " - -	500	333
24 " " " " - -	700	333
25 " " " " - -	700	*333
29 " " " " - -	700	*333
32½ " " " " - -	750	*333

*May, at the discretion of Government, be raised to 399 *l.* for superintending engineers, and to 466 *l.* for chief engineers. Table at 1 *s.* 4 *d.* exchange.

Thus, if the civil engineer should be so fortunate as to be selected for a superintending or chief engineership, the Government of India may, at its discretion, increase the last two pensions to 399 *l.* and 469 *l.* respectively.

Appendix III.

Supersessions.

It may be conceded that what does or does not constitute supersession admits of argument. The civil engineers naturally consider any process, however departmentally justified, by which a military officer junior to themselves passes over their head as a supersession. They contend that military service should only qualify for military promotion, while departmental service only should count for departmental advancement; and they adduce the instance of Mr. Righy as the only civilian whom they knew of as having left the Department and subsequently re-entered it, who rejoined in his old grade. This has not, it seems, been the case with the Royal Engineers. It is clear that these officers have frequently left the Department for prolonged periods. During such periods their military promotion and service for pension naturally continue. Should they subsequently desire to re-enter the Public Works Department, they have frequently, if not always, been posted thereto in a higher departmental grade than that they left. This counting of extraneous service as departmental service seems to the Council certainly to constitute supersession, and is so regarded by the civil engineers. The following instances may be quoted:—

1. Colonel Beresford Lovett, R.E., appointed to the Public Works Department in April 1861. He was, after five years' service in the Department, placed at the disposal of the Home Department in September 1866, being at the time a 1st-grade assistant. After an absence of six years he returned, in September 1872, to the Public Works Department as an executive engineer, 3rd grade, thus getting his steps *pari passu* with officers who had served continuously in the Public Works Department. In the following month, October 1872, Colonel Lovett took two years' furlough, followed by six months at Chatham. On his return, in March 1875, the service in the Public Works Department was again broken by being sent with the Bori Valley Field Force, November 1877, and he afterwards was placed at the disposal of the Military Department, November 1878. From September 1880 to January 1883 he was acting as British Consul at Astrabad; he then returned to the Public Works Department with the rank of

of superintending engineer, 3rd grade. All the above miscellaneous duties (though doubtless meritorious) can hardly be reckoned as service in the Public Works Department, and yet, in the latest edition of the official classified list, Colonel Lovett's service in the Public Works Department is put down as 28 years 4 months, the actual time being 14 years 6 months. This last point is a most important one, as, when any gross case of supersession is brought to the notice of the Government of India, the officer's service (according to the classified list) is quoted to show it is not a case of supersession. On such points the classified list is entirely unreliable, although the tables abstracted on page 31 have been drawn up on its data.

2. Major W. Shepherd, R.E., is shown in his history of service "struck off the Public Works Department list, 23rd June 1883," yet in 1885 he was again brought on the list in the same place, as if he had never left the Public Works Department.

3. Colonel W. Merriman, R.E., reappointed to the Public Works Department, February 1882, after an absence of 15 years 10 months, as a 1st-grade executive engineer. His service in the Public Works Department is stated, in the Bombay classified list of 30th June 1882, as 16 years 7 months. This includes the 15 years and 10 months' absence. This was corrected in the later lists published in 1886 and after, but the rank conferred was maintained.

4. Major H. H. Hart, R.E., reappointed to the Public Works Department in 1885, after an absence of nine years and six months. He was, in 1889, 3rd-grade executive engineer, with under five years' service in the Public Works Department.

5. Major Peacocke, R.E., reappointed to the Public Works Department in May 1887, was made executive engineer, 3rd grade, after an absence of $7\frac{1}{2}$ years. His actual departmental service was five years and two months.

6. Colonel Jopp, R.E. His history of service states he was struck off the Public Works Department Establishment, having taken military service in England, 1870. In 1873 he was reappointed to the Public Works Department as executive engineer, 4th grade, his actual departmental service being nine years, of which two were furlough.*

* Colonel Jopp has now (July 1889) 27 years' service. He is the only possible exception to the statement that every Royal Engineer officer has the promotion due to his seniority. He superseded several civil engineers when appointed 4th grade, and in a recent Gazette has been made superintending engineer.

7. Colonel Engledue, R.E., left the Public Works Department in December 1866 as a 1st-grade assistant. He returned in March 1875. He was reappointed as executive engineer, 3rd grade, after $8\frac{1}{2}$ years' absence. He was given charge of an important railway division, his fitness for which may be gathered from the following history of his services :—

(*a*) Bengal Sappers and Miners.
(*b*) In charge of pontoon train.
(*c*) Ordnance Survey of Great Britain.
(*d*) Command of 18th Company, Royal Engineers, Chatham.

8. Major H. H. Cole, R.E., left the Public Works Department, February 1881, when an executive engineer, 2nd grade; reappointed in March 1884 as an executive engineer, 1st grade. He has been eight years on service connected with the Department and on leave, all of which is reckoned as service in the Public Works Department.

9. Major Cunningham, R.E., resigned his appointment as assistant engineer, 2nd grade, in June 1866. In December 1872 he was reappointed as executive engineer, 4th grade. In June 1880 he went to Chatham, and in June 1881 reverted to Imperial Establishment. In April 1887 he was reappointed to the Public Works Department, in the Accounts Branch, after six years' absence.

10. Colonel Burton, R.E. The July 1889 edition of the Madras official classified list shows this officer's service in the Public Works Department as

31 years 1 month, the actual time being 15 years 8 months. During an absence of 10 years and 7 months, on duty in England and elsewhere, this officer was promoted from executive engineer, 4th, to executive engineer, 1st grade. He soon took two years' special leave, and returned as superintendent of works, Presidency Division. He is now (1889) superintending engineer, 1st class, with 12 years and 8 months' actual service.

11. Captain Selby, R.E., joined the Public Works Department, May 1881, was appointed at once executive engineer, 4th grade, thus superseding 167 civil engineers. He reached the substantive rank of executive engineer, 2nd grade, after five years' service, the average time for assistant civil engineers being 15 years or more.

12. Captain Pitt, R.E., joined the Public Works Department in April 1883, and was at once appointed executive engineer, 4th grade, thus superseding 121 civil engineers. He reached the substantive rank of executive engineer, 2nd grade, after less than four years' service, of which three years four months only were on actual service, and is now acting as deputy manager of the North Western Railway. His previous experience on railway construction or management was *nil*, and his total service, exclusive of furlough and military service, is four years two months.

13. Major S. Smith, R.E., joined the Public Works Department in July 1883, was at once appointed executive engineer, 4th grade, thus superseding 115 civil engineers.

14. Colonel Peters, R.E., joined the Public Works Department in March 1879, was at once appointed 3rd-grade executive engineer, thus superseding 75 civil engineers. Colonel Peters reached the grade of executive engineer, 1st, after $5\frac{3}{4}$ years' service, the average for a civil engineer being $18\frac{1}{2}$ years.

15. Captain Porcelli, R.E., was, in March 1886, appointed to the Public Works Department as executive engineer, 4th grade, his previous service in the Department being *nil*.

16. Captain Lindley, R.E., appointed to the Public Works Department in February 1885 at once as assistant, 1st grade, thus superseding 10 civil engineers; afterwards promoted to executive engineer, 4th grade, superseding nine more civil engineers.

17. Major Savi, R.E., appointed to the Public Works Department, January 1870, as 1st-grade assistant, superseding 17 civil engineers. In following year was promoted to executive engineer, 4th grade, superseding seven more civil engineers.

18. Captain Kunhardt, R.E., after four months' service in the Public Works Department, promoted to assistant, 1st grade, superseding 22 civil engineers.

19. Major Sedwick, R.E., appointed at once to the Public Works Department as assistant, 1st grade, 1st September 1871, superseding 18 civil engineers. Next year promoted to executive engineer, 4th grade, superseding six more civil engineers.

20. Captain White, R.E., after two months' service in the Public Works Department, promoted to assistant, 1st grade, superseding 22 civil engineers.

21. Captain Constable, R.E., promoted to executive engineer, 3rd grade, in June 1887, superseding nine civil engineers

22. Lieutenant Colonel Cumming entered the Public Works Department February 1864; executive engineer, 1st grade, January 1878; superintending engineer, 3rd class, April 1882; chief engineer, May 1888. (Of the other engineers, being civil engineers, appointed in 1864, one is a superintending engineer and five are executives.)

23. Colonel Wallace, R.E., entered the Public Works Department, 1864; executive engineer, 1st grade, January 1880; 1st class, 2nd grade, Revenue (superintending engineer, 3rd grade), in 1881; to 1st class, 1st grade, October 1885; and director, with rank and pay, chief engineer, 1st class, 1877. As before

before stated, the civil engineers appointed in 1864 are five-sixths executives, or eight steps behind Colonel Wallace.

24. Major Pulford, R.E., was promoted executive engineer, 4th grade, 1st March 1874, after four years' service, superseding 11 civil engineers.

25. Major Boileau, R.E., left the Public Works Department in March 1879, but was reappointed, in September 1885, as a 2nd-grade engineer, after an absence of 6½ years.

26. Captain Abbott, R.E., was promoted to assistant engineer, 1st grade, in July 1881, superseding eight civil engineers.

27. Major Fox, R.E., appointed at once as an assistant, 1st grade, July 1872, superseding nine civil engineers.

28. Colonel Steele, R.E., appointed in March 1860 to the Public Works Department. Had granted to him, from the 11th March 1864, four years and two months' continuous leave.

Reappointed to the Public Works Department, with one step of promotion, in 1868, all his four years' leave counting as service for pension.

Employed on military work on the Hooghly Defence and Garrison Division, Fort William, till July 1871, and he, being then a 3rd-grade executive engineer, was appointed under secretary and accountant to the chief engineer, Bengal, in preference to seven civil engineers, his seniors by three or four years each, all of whom are known to be among the best men in the Department. March 1873 to April 1875 Colonel Steel was Under Secretary to the Government of India, and in 1875 was promoted to executive engineer, 1st grade, superseding nine civil engineers, his seniors.

In January 1880 Colonel Steel was made superintending engineer, superseding four civil engineers, and in October 1882 he received another step, superseding two civil engineers, both his seniors.

Thus Colonel Steel, without ever having been in independent charge of the construction of any civil engineering work, has been run up to the top of the Department, over the heads of civil engineers who have spent their lives in the performance of these duties.

Most of the superseded civil engineers are well known to the Government of India, and the value of their services is frequently acknowledged by it.

According to the Code, a superintending engineer should be chosen for his professional and administrative talent, as he will be the chief authority in his circle on professional matters, and he is the officer to whom executive engineers are to appeal in matters of professional difficulty.

During 1883–84 :—

29. Lieutenant Colonel J. M. M'Neile, R.E., promoted to chief engineer over the heads of several superintending engineers, his seniors.

30 Lieutenant Colonel C. J. Smith, R.E., promoted from 1st-grade executive engineer to 1st-class superintending engineer, three steps in one, over the heads of 15 men, his seniors.

31. Colonel J. Browne, R.E., from 3rd class to 2nd superintending engineer, over the heads of nine men senior to him.

32. Lieutenant Colonel B. Lovett, R.E., promoted to superintending engineer, over the heads of 30 men, his seniors, although half of his nominal service in the Public Works Department was spent in work quite unconnected with the Department.

33. Captain W. L. Greenstreet, R.E., received temporary promotion to superintending engineer, since confirmed, over 52 men, his seniors on the list.

34. Captain W. L. Ottley, R.E., similarly promoted over 52 men, his seniors, along with Captain Greenstreet, R.E.

35. Captain M. Laugharne, R.E., resigned his appointment; was reappointed after two years' furlough and one year's English service, with one step of promotion, and in 1884 given another step, thus superseding the civil engineers who remained at their posts.

36. Major Brackenbury, R.E., entered the Public Works Department in June 1875 ; in October 1882 promoted to executive engineer, 2nd grade, substantive rank ; January 1886 to Revenue, 1st class, 3rd grade, with the rank and pay of superintending engineer, 3rd grade, superseding all his contemporaries and many of his seniors. There is not a single civil engineer of his standing (out of 24) who has reached superintending engineer. Of these 24, 20 are executive engineers, 3rd grade, and four executive engineers, 4th grade. He is now Under Secretary to the Government of India, and *ex-officio* Director General of Railways, with only 14 years' service in the Public Works Department.

Most of the above turn on the reckoning of "extraneous" as departmental service. But if that point be omitted, and the two kinds of service reckoned as one, it would seem that even so the balance of preferment is very heavily in favour of the Royal Engineer, being 48·9 per cent. as against 0·094 per cent. in the superintending, and 4·4 per man as against 0·009 per man in the executive, grades.

The tables by which these results have been attained are appended.

The task of investigating the number of supersessions of Royal Engineers over civil engineers, and civil engineers over Royal Engineers, is, necessarily, from the nature of the procedure adopted in working the promotion lists, a somewhat complex one.

In the compilation of the statement below efforts have been directed towards simplifying the question at issue. Instead of tracing back each officer's record, and ascertaining how many members of the opposite class (civil or military) he has superseded in the course of his career, including those now in the Department and those who have retired from time to time, it has been preferred to take the Department as it stands on the 1st of September 1889, and the Council has ascertained how many cases of supersession the present civil members can lay at the door of present military members, and *vice versâ*. In a question of this sort there may well be a difference of opinion as to what does or does not constitute supersession. The following rules, which have the merit of simplicity and fairness, have therefore been observed, and, although it is possible to suggest many other processes, it is contended that, if these rules are applied to both classes, and in the result it is found that the supersessions of Royal Engineers over civil engineers must overbalance the supersessions of civil engineers over Royal Engineers, the contention of the Council is proved.

Rule 1. As the different sections of the Department have been divided off into different lists for promotion purposes, and as these lists have at various times been reorganised and redivided, the Council only compare an officer with those who have in some period of their service been graded on the same list with him.

Rule 2. After promotion to superintending engineer, 3rd class, all officers in the same Presidency are on one list ; if, then, two officers have not been comparable previously, they must be compared from date of promotion to superintending engineer, 3rd class, and not from date of first appointment.

Rule 3. Both Royal Engineers and civil engineers have at various times been brought into the Department in high grades. As this is common to both classes, it has not been counted as supersession. The officer thus brought in compares for supersession purposes from date of appointment to his grade.

Rule 4. An officer is transferred from one promotion list to another. As a transfer of this sort is often necessary in the interests of the public service, the Council considers that such an officer carries with him his seniority in whatever grade he happens to be. But if an officer leaves the Department, severing all connection with it, and is reappointed, the Council considers that he goes to the bottom of the grade in which he is reappointed.

Rule 5. If an officer at any time in his service gets promotion due to a senior with whom he is comparable he is said to supersede him, even though the senior may eventually go above him in a higher grade.

Rule 6. Officers who start equal, either on first appointment or when they first come together on a promotion list, cannot be said to supersede one another.

Rule 7. Temporary promotions are ignored.

The

The following statement of supersessions shows the number of the opposite class passed over by each officer. It also shows the number which each officer above the rank of engineer, 1st grade, could have passed over; the percentage of the former figure on the latter figure affords an index of the comparative superseding powers of Royal and civil engineers:—

Bengal Presidency.

Royal Engineers over Civil Engineers.			Civil Engineers over Royal Engineers.		
Name.	Has superseded.	Could have superseded.†	Name.	Has superseded.	Could have superseded.†
Above the rank of Executive Engineer.			Above the rank of Executive Engineer.		
Colonel Pemberton* -	3	3	Mr. O'Callaghan - -	4	9
„ Home* - -	4	4	„ Mallet - - -	1	6
„ Conway Gordon*	6	6	„ Martin - - -	1	8
„ Forbes* - -	4	5	„ Johnstone - - -	1	12
„ Luard* - -	4	5	„ Parker - - -	3	12
„ M'Neille* - -	5	6	„ Geoghegan - -	–	12
„ C. J. Smith‡ -	13	13	„ Vertannes - - -	–	9
„ Lindsay - -	2	2	„ H. Bell - - -	–	10
„ Le Messurier -	2	2	„ Garbett - - -	–	10
„ Heywood - -	3	5	„ Wilson - - -	–	11
„ Steel - - -	8	8	„ Wright - - -	–	11
„ Cumming - -	12	13	„ Rhind - - -	–	12
„ Smythe - -	1	1	„ Wickes - - -	–	12
„ F. Home - -	7	15	„ Brockman - -	2	9
„ Harrison - -	3	11	„ Storey - - -	2	9
„ Firebrace - -	5	13	„ White - - -	3	8
„ Skipwith - -	3	16	„ La Touche - -	2	10
„ Marshall - -	2	15	„ Higham - - -	1	12
Major Ottley - - -	8	22	„ Walker - - -	1	10
Colonel Dowden - -	–	18	„ Fenner - - -	–	9
Major Gracey - - -	8	26	„ J. Buyers - - -	–	9
Colonel Harvey - -	–	22	„ Glass - - -	1	9
			„ Gatherer - - -	–	8
			„ Hughes - - -	–	8
The above statement shows that, out of 231 possible supersessions, these 22 officers have availed themselves of 103, or 48·9 per cent.			The above statement shows that, out of 235 possible supersessions, these 24 officers have availed themselves of 22, or ·094 per cent.		

* It will be noticed that very few of the civilians over whose heads the senior officers have climbed to their present positions now remain in the Department. The Council has explained above that it would be too difficult a matter to trace the total number superseded by each officer during his whole career; it has, however, obtained this information from the six senior officers. The total numbers superseded by them are as follows:—Colonel Pemberton, 47; Colonel Home, 37; Colonel Conway Gordon, 41; Colonel Forbes, 40; Colonel Luard, 19; Colonel McNeille, 19.

† The numbers shown under this head are arrived at as follows:—It is required to ascertain how many of his seniors an officer could, on promotion to the rank of superintending engineer, 3rd class, possibly have a chance of superseding. The Council has taken the action of the Government of India in the case of Colonel Cummings as a guide. This officer was promoted from superintending engineer, 3rd class, to chief engineer, 3rd class, in one step. The Council has therefore considered each officer to be within possible superseding distance of those who were not more than three steps ahead of him on the date of his promotion to superintending engineer, 3rd class.

‡ The case of Colonel C. J. Smith calls for special mention. In 1883 this officer was deputy consulting engineer at Madras, and his name was borne on the Madras list. The Government of India, wishing to transfer the consulting engineers of the Bombay and Madras Presidencies to the General Railway list, issued a Resolution, from which the Council extracts the following:—"His Excellency the Governor General in Council directs . . . . the officers of the Madras and Bombay lists named below will be transferred to the Railway list, and they will carry the appointments in the graded list they now hold from their own to the Railway list. As regards promotion, the officers now brought on to the Government of India list will be promoted *pari passu* with officers immediately below them on the Government of India list. . . . ." In spite of the above orders of his Excellency the Governor General in Council, Colonel Smith, who was only an executive engineer, 1st grade, on the Madras list, was promoted to superintending engineer, 1st class (*i.e.*, three full steps), from the date of the above Resolution, and this was followed at a very short interval by temporary promotion to chief engineer, 3rd class (from which temporary promotion he never reverted).

Below the rank of Superintending Engineers.

Royal Engineers over Civil Engineers.

Name.	Has superseded.	Name.	Has superseded.	Name.	Has superseded.
Colonel W. Shepherd	2	Colonel Engledue	3	Major Savi	4
„ Jopp	11	Major Coaker	–	Colonel Clarke	–
Major Sedgwick	3	„ Whiteford	1	Captain Kunhardt	22
„ White	22	„ Selby	–	Major Pitt	–
Captain Scott	–	Captain Wilson	2	„ S. Smith	–
„ Constable	17	„ Murdoch	14	Colonel M'Arthur	2
Colonel Howard	1	Major Corbett	3	Major Pulford	8
Major Jacob	5	„ Thurburn	15	Captain Abbott	8
Colonel Cole	2	Colonel Peters	–	Major Boileau	14
Major Fox	4	Major Lloyd	2	„ Langharne	5
Lieut. Cowie	4	Lieut. Thackwell	5	Lieut. Shelley	8
„ Walton	4	„ Craster	4	„ Elliot	3
„ M'Lagan	1	„ Birdwood	6	„ Capper	7
„ Morton	8	„ Housden	–	„ Joly	–
„ Rose	–	„ Twining	–	„ Carter	–
„ Murray	–	„ Prentice	–	„ M'Elhinney	–
„ Ryder	–	„ Hunter	–		

Average number of supersessions per man, 4·4.

Civil Engineers over Royal Engineers.

Mr. Connan	1	Mr. Sheridan	2	Mr. Target	1
„ Richard	1	„ Litster	1		

The remaining 652 civilians have not passed over any Royal Engineers. Average number of supersessions per man, 0·009.

Madras Presidency.

All Grades included.

Royal Engineers.				Civil Engineers.	
Name.	Has superseded.	Name.	Has superseded.	Name.	Has superseded.
Colonel Hasted*	–	Colonel Mead*	–	Mr. Walsh	7
„ Vibart*	–	„ Bowen*	–		
„ Pennyquick*	–	„ Burton*	–	The balance of the civilians, 65 in number, have not passed over any Royal Engineer.	
„ Brockman*	–	„ Smalley*	–		
„ Thomson*	–	„ Clarke*	–		
„ Frazer*	–	„ Smith*	–		
Major Campbell	–	Major Smart	3		
„ Rawson	2	„ Dorward	3		
„ Boddy	2	„ Henderson	2		
„ Langley	2	Captain Baddely	7		
Captain Lindley	–	Lieutenant Elles	–		
Lieutenant Bayley	–		–		
Average per man, 1·9.				Average per man, 0·106.	

* These officers have always been senior to all civilians in their Presidency, and are, therefore, not included in calculating the average per man.

N.B.—It will be noticed that, in the Bombay and Madras Presidencies, civilians have very little to complain of as regards supersession.

Bombay Presidency.

All Grades included.

Royal Engineers.				Civil Engineers.	
Name.	Has superseded.	Name.	Has superseded.	Name.	Has superseded.
Colonel Goodfellow*	–	Colonel Mander*	–	Mr. Howard	2
„ Ducat*	–	„ Merriman	1	Mr. Le Quesne	2
Major Twemlow	–	Major Cruickshank	–	Mr. Rebsch	1
„ Haydon	–	„ Osborn	–		
„ Hart	–	Captain Olivier	1	The balance of the civilians, 67 in number, have not passed over any Royal Engineer.	
Captain Lister	1	„ Spilsbury	2		
Lieutenant Baker	–	Lieutenant Dallas	3		
„ Dixon	–				
Average per man, 0·66.				Average per man, 0·07.	

* These officers have always been senior to all civilians in their Presidency, and are, therefore, not included in calculating the average per man.

N.B.—It will be noticed that, in the Bombay and Madras Presidencies, civilians have very little to complain of as regards supersession.

Railway Revenue Establishment.

The posts of managers of State Railways are open to both Royal and Civil Engineers of the Railway Engineering Branch, the staff of the managerial and engineering branches being interchangeable. The revenue is better paid than the engineering establishment, and offers greater facilities for advancement. Civilians complain that they do not receive their fair share of these appointments. It might be objected that Royal Engineers in the revenue branch are on a different promotion list to officers of the engineering branch, and cannot be said to supersede them; in stating, then, that certain civilians of the engineering branch have been superseded by Royal Engineers in the revenue branch, the Council wishes to call attention to the number of civilians affected by the preferment to posts of greater value than their own of Royal Engineers junior to themselves. It will be noticed that civilians who have been transferred to the revenue establishment have caused a very small amount of disadvantage to Royal Engineers interests. The officers included in the following statement were originally in the engineering branch; their supersessions of members of the opposite class have not been included in the foregoing statement, and are, therefore, shown below: —

Royal over Civil Engineers.			Civil over Royal Engineers.		
Name.	Has superseded in the Engineering Branch.	Has superseded by Preferment to the Revenue Branch.	Name.	Has superseded in the Engineering Branch.	Has superseded by Preferment to the Revenue Branch.
Colonel Wallace	1	12	Mr. Davidson	—	1
„ Bissett	5	16	Mr. Rigg	—	—
Major Sargeaunt	1	7	Mr. Finney	—	1
Colonel Boughey	12	9			
Major Gardiner	4	27			
„ Brackenbury	14	31			
Average per man in Engineering Establishment, 6·16. Average per man in Revenue Establishment, 17.			Average per man in Engineering Establishment, 0. Average per man in Revenue Establishment, 0·66.		

These tables are perfectly conclusive as to the existence of more rapid advancement among the Royal Engineers than among the Civil Engineers, and it should be noted that this preponderance is not limited to the old days when Civil Engineers were irregularly recruited.

The same results are apparent from treating the subject in another way. Comparing the position of all officers of the same length of service in the Department on the 1st of July 1889, according to the official classified list, and omitting 60 natives of India, these being not strictly comparable, the result stands as follows :—

Years' Service.	Chief Engineers.		Superintending Engineers.		Executive Engineers, 1st and 2nd Grade.		Executive Engineers.		Assistant Engineers.	
	No.	Per Cent.	No.	Per Cent.	No.	Per Cent.	No.	Per Cent.	No.	Per Cent.
Of 14 R. E., 29 to 30	10	71	4	29	0	0	0	0	0	0
Of 9 C. E., 29 to 30	1	11	6	66½	2	22½	0	0	0	0
Of 21 R. E., 22 to 29	4	18½	12	57	5	24½	0	0	0	0
Of 45 C. E., 22 to 29	3	6½	9	20½	28	62	5	11	0	0
Of 43 R. E., 15 to 22	1	2	9	21	30	76	3	7	0	0
Of 182 C. E., 15 to 22	1	½	9	5	127	69½	42	23½	3	1½
Of 29 R. E., 7 to 15	1	3½	1	3½	–	–	21	73	6	20
Of 236 C. E., 7 to 15	0	0	0	0	–	–	142	60	94	40
Of 55 R. E., 0 to 7	–	–	–	–	–	–	3	¾	51	99¼
Of 125 C. E., 0 to 7	–	–	–	–	–	–	0	0	125	100

These facts show a strong preponderance of promotion in favour of the Royal Engineers in all grades.

The Council has now worked out three sets of statements as to this vexed question of supersessions. The first set contains instances which mainly turn on the practical reckoning of "extraneous" as departmental service for promotion; the second applies equal rules to the two classes of officers, and shows the heavy preponderance of advantage on the Royal Engineers' side; the third is a mere abstract of the actual length of service of all officers on the Government of India list, Public Works Department, and Military Works (only very recently dissevered), and the statement of the percentages of officers in each grade. Every one of these statements, compiled on different data, points to the same result, the great advantage possessed by the Royal Engineer over the Civil Engineer.

The inclusion of the Military Works list is the only point in which this last statement might be criticised. This list has been in the present year separated from the Public Works Department in the superintending grades. Till 1882 the Military Works Department was amalgamated with the Public Works, and had no separate existence. In that year the Military Works Department was created as a separate department, but officers, when promoted to superintending engineers, came *ipso facto* on the Public Works Department list of superintending engineers. It has now (1890) been finally dissevered, but the advantages of its past connection are still enjoyed by the officers who have risen to high positions in the Public Works Department through the Military Works Department.

The Council is informed that of 92 Royal Engineers employed in the Public Works proper, no less than 43·5 per cent. hold administrative or non-exposed employment, 25 per cent. are on leave, and 31·5 per cent. on works, as against the civilians 7 per cent., 17·2 per cent., and 75·8 per cent. respectively, and considering that this loss in the prizes of the service is over and above the loss of promotion shown in the last statement, it can hardly be maintained that the distribution of appointments is such as to warrant the confidence expressed by the Secretary of State in the "strict impartiality" of the authorities.

In paragraph 45, Despatch No. 15 P.W., April 1884, the Government of India stated that the preponderance of Royal Engineer officers in high appointments was due to seniority of those officers, and that "in a very few years the preponderance will be the other way." Six years have now passed, and neither the abstract given above nor the table which follows bears out the anticipation thus expressed.

TABLE II.—SHOWING the Distribution of Royal Engineers and Civil Engineers on 1st July 1889, in the Public Works Department, Government of India List.

Designation (Sub *Pro Tempore* Rank included).	Government of India Secretariat. (1.)		Other Secretariat. (2.)		Consulting Engineers, Railways. (3.)		Management of State Railways. (4.)		Account Branch. (5.)		On Leave or Employed in Europe or America. (6.)		On Engineering Works, including those lent to Railway Companies or Native States. (7.)		TOTAL.		Military Works Department.
	R. E.'s.	C. E.'s.	R. E.'s.	C. E.'s.	R. E.'s.	C. E.'s.	R. E.'s.	C. E.'s.	R. E.'s.	C. E.'s.	R. E.'s.	C. E.'s.	R. E.'s.	C. E.'s.	R. E.'s.	C. E.'s.	R. E.'s.
Secretary to Government of India	1	–	–	–	–	–	–	–	–	–	–	–	–	–	1	—	—
Deputy Secretary to Government of India	3	–	–	–	–	–	–	–	–	–	–	–	–	–	3	—	—
Chief Engineers, Class I.	–	–	2	–	1	1	1	–	–	–	1	–	–	–	5	1	1
" " " II.	–	–	1	1	1	1	–	–	–	–	1	–	1	–	4	2	—
" " " III.	–	–	1	1	–	–	–	–	–	–	1	–	–	1	2	2	—
Superintending Engineers, Class I.	–	–	2	–	1	–	2	–	1	–	1	3	1	3	8	6	1
" " " II.	1	–	–	1	1	–	–	–	1	–	2	1	1	6	6	8	1
" " " III.	–	–	–	1	–	–	–	–	1	1	3	1	2	7	6	10	2
Executive Engineers, Grade 1	1	1	2	6	2	2	1	1	–	1	4	16	6	52	16	79	4
" " " 2	–	1	–	1	1	2	2	1	2	–	4	16	1	80	10	101	4
" " " 3	1	2	–	3	2	1	–	1	1	1	4	23	1	86	9	116	7
" " " 4	–	–	–	1	–	–	–	1	1	5	–	11	–	47	1	65	2
Assistant Engineers, Grade 1	–	–	–	1	1	1	1	–	–	5	1	37	8	178	11	222	25
" " " 2	–	1	–	–	–	1	–	–	–	–	1	5	8	39	9	45	7
TOTALS	7	5	8	16	10	9	7	4	7	13	23	113	29	498	91	658	54

Abstract of above, showing the Percentages of each class distributed to the different kinds of Employment.

Description of Employment.	R. E.'s Percentage of their own Total Number, 92.	C. E.'s Percentage of their own Total Number, 657.
Columns 1 to 5, which represent administrative and non-exposed employment	43·5	7·0
Column 6, on leave	25·0	17·2
Column 7, on works	31·5	75·3
	100·0	100·0

Compare this Abstract with the Secretary of State's remarks given in paragraph 26 of Depatch No. 18, P.W., 22nd March 1883.

— No. 7. —

(Public Works, No. 31.)

To His Excellency the Most Honourable the Governor General of India in Council.

India Office,
London, 26 June 1890.

My Lord Marquis,

Representations by the Institution of Civil Engineers as to the alleged grievances of the Indian Public Works Department.

ON the receipt of your Excellency's Public Works Letter, No. 2, dated the 7th January 1890, I caused a communication* to be addressed to the President of the Council of the Institute of Civil Engineers, copy of which, together with a further letter from the Council on the same subject, dated 20th May 1890, are herewith enclosed for information of your Government.

* Letter to the President of the Institution of Civil Engineers, dated 19th February 1890. Letter from ditto, dated 20th May 1890.

2. You will perceive that of the four points again urged by the Institute on behalf of the Civil Engineers of your Public Works Department, two, viz., equalisation of pay of the military and civil members of the Department, and payment of the pensions and furlough allowances of Civil Engineers at other than the rate of exchange fixed far the year, are points which have already been fully considered and negatived by your Excellency and myself in Council. I am not prepared to depart from this decision in the absence of any fresh expression of the views of your Government, or of the pending inquiry by a Select Committee of the House of Commons on the alleged grievances of members of your Uncovenanted Service throwing any fresh light on the points involved.

3. The further representations of the Council of the Institution of Civil Engineers relate to the promotion of Civil as compared with Military Engineers in your Public Works Department. It will be for your Excellency's Government to consider what reply, if any, it is desirable to make upon the evidence now submitted by the Council in support of the allegation that undue preference has been shown to Military Engineers in this matter.

I have, &c.
(signed) *Cross.*

— No. 8. —

(P. W. 997.)

India Office, 25 June 1890.

Sir,

I AM directed to acknowledge receipt of your letter dated the 20th May 1890, on the subject of the Civil Engineers in the Indian Public Works Department, and to acquaint you, in reply, that a copy of that letter and its accompaniments has been transmitted by the Secretary of State for India in Council for the information of the Government of India.

I am, &c.
(signed) *John E. Gorst.*

The President,
Institution of Civil Engineers.

— No. 9. —

No. 69, Public Works of 1890.

Government of India.—Public Works Department.—General.

Simla, 29 October 1890.

My Lord,

WE have the honour to acknowledge the receipt of your Lordship's Public Works Despatch, No. 31, dated 26th June 1890, giving cover to further correspondence with the President of the Institution of Civil Engineers on the subject of the alleged grievances of the Civil Engineer members of the Public Works Department in India.

2. On

2. On only one of the subjects mentioned in the correspondence does your Lordship invite any further expression of our views, that subject being the alleged undue preference shown to Royal Engineers in the matter of promotion, and with regard to this it is left to our discretion whether any reply shall be sent or not.

3. We have decided, after full consideration, that a reply should be sent concerning these complaints. The allegations made are so mistaken, and in some cases so disingenuous, that it is right that their baselessness should be exposed. At the same time the complaints are so numerous, and the authority lent them by the support of the Institution of Civil Engineers is so weighty, that it is possible that a general impression may be created that where there is so much smoke there must be some fire, and it is well to dispel this delusion. We have therefore drawn up this reply, making it as brief as is consistent with clearness, for your Lordship's information, leaving it to you to decide whether any part, and how much, of it should be communicated to the President of the Institution of Civil Engineers.

4. The mode in which we propose to deal with the subject is as follows: We shall first (paragraphs 5 to 27) explain what we believe to be the principal causes of misconception out of which the complaints endorsed by the Institution of Civil Engineers have arisen. We shall deal with the 36 cases detailed in Appendix III., and specially referred to in paragraph 7 of the President's letter, and expose the mistakes on which the charge of unfair supersession has been based in each case. We shall then (in paragraphs 28 to 33) give the reasons why we refuse to go into the figured tables contained in pages 17 to 22 of your Despatch, the examination into which, would, in default of the lists of the names which should support the figures, be a task of immense labour. Lastly (in paragraphs 34 to 41), we shall show that it is entirely unreasonable to treat all Civil Engineers as a single class whose fortunes can be compared with those of Royal Engineers as a whole, and shall show that the former body is composed of heterogeneous elements of very different merit and value.

5. The first and chief source of misconception and complaint arises from a confusion in the use of the word "supersession," a term which has been very freely used in the letter from the President of the Institution, and in the papers sent with it, though the expression is nowhere defined.

6. The Public Works Department in India is divided into seven different lists as noted in the margin, thus forming seven separate branches, to any one of which a young engineer on joining the Government service may be posted, and the promotion in each of them up to the grade of superintending engineer is as distinct as that of officers in seven different regiments of the army. The lists in the three provinces marked 2, 3, and 4, are further sub-divided into the irrigation, and buildings, and roads branches, but these lists are in some cases kept separate for promotion, and in others amalgamated, in the lower grades. If, of two officers attached to different lists, one rises more rapidly than the other, the senior and less successful man may assert that he is superseded, but it is a misuse of the term.

1. Railways.
2. Bengal.
3. North - Western Provinces and Oudh.
4. Punjab.
5. Local Administration.
6. Madras.
7. Bombay.

7. Similarly, when a vacancy occurs amongst the superintending engineers, on one list, the executive engineer on that list who is promoted may be junior to many executive engineers on the other lists, either as regards his original date of joining the department, or, as regards his date of promotion to executive engineer, 1st grade, and in either of these cases it may be said that supersession has occurred.

8. Officers from all these different lists, when they become superintending engineers, are thenceforward on one list for promotion in the various classes of that rank, and it is manifest that at this stage there must always be great doubt as to the proper relative seniority of the men thus brought on to one roster, from various lists with very varying rates of promotion.

9. There are four ways in which the subsequent seniority of an officer so promoted may be settled—

(*a*) by giving him permanently the position he has obtained on the date of his being appointed permanently as superintending engineer, 3rd grade;

(*b*) by reference to the number of years of his total service in the Department;

(*c*) by a reference to his age;

(*d*) by a reference to the date when he became executive engineer, 4th grade or 1st grade.

To adopt the first of these lines is to perpetuate to the end of his career the good or bad fortune he may have had as to promotion in his special branch. The other lines are all more or less reasonable attempts to redress the effects of past luck, and to give weight to other considerations. It is a matter of extreme difficulty to deal out even-handed justice, and to weigh all these considerations in a just balance.

An attempt is made to do this by taking into account all the facts bearing on the case; but, whatever may be the final result, each officer concerned may, in perfect good faith, believe that sufficient weight has not been given to whichever of the four considerations mentioned above is most in his favour; and on one or other of these grounds he may, with some show of reason, assert that he has been superseded.

10. For promotion to the rank of chief engineer the same remarks apply generally, *mutatis mutandis*, as for promotion to superintending engineer, except that transfers from one list to another are more frequently made in the case of the step to chief engineer than in that of the step to superintending engineer. But even in the case of the step to chief engineer, a vacancy in the special branches of railways and irrigation must almost invariably be filled by an officer employed in the railway or irrigation branch, even though this may cause apparent supersession of other officers.

11. The foregoing paragraphs will have made it clear that no statement to the effect that an officer has superseded one or more of his seniors, can ordinarily be accepted without a careful examination of the grounds on which it is based, and of the sense in which the words are used, more especially when it refers to an officer who has risen above the rank of executive engineer; that in almost all such cases it is possible to regard the matter from different points of view; and that even when made in perfect good faith the point of view chosen by a complainant is generally, and quite naturally, that which most favours his own claims.

When, therefore, in cases Nos. 16, 17, 18, 19, 20, 24, 26, 28, 29, 30, 31, 32, 33, 34, it is asserted that the officers referred to received promotion in supersession of many seniors, the complaint cannot be dealt with unless the sense in which the word "supersession" is used is explained, and unless the names of the officers alleged to have been superseded are given.

12. A second source of the complaints which form the subject of the present correspondence arises from the fact that officers of Royal Engineers who do not join the Public Works Department till after they have served Her Majesty's Government elsewhere for some years, are sometimes appointed in the first instance in a grade higher than that of Assistant Engineer, 2nd grade, this being the rank to which young Royal Engineer officers, in common with most of the "Cooper's Hill Engineers," are, and many of the "Stanley Engineers" were, usually appointed in the first instance.

13. This complaint would hardly have been endorsed by the President of the Institution of Civil Engineers if he had been aware that, whilst the number of Royal Engineers who entered the Public Works Department under the Government of India since the year 1860, in grades higher than the lowest, has been 34 only, the number of Civil Engineers appointed on similar terms has been

been 192; and that the ranks to which they were severally appointed are as follows:

	Royal Engineers.	Civil Engineers.
Chief Engineer, 1st Class - - -	—	1
„ „ 3rd „ - - -	—	1
Superintending Engineer, 1st Class -	—	2
„ „ 2nd „ -	—	3
„ „ 3rd „ -	—	3
Executive Engineer, 1st Grade - -	—	12
„ „ 2nd „ - -	—	19
„ „ 3rd „ - -	1	39
„ „ 4th „ - -	17	41
Assistant Engineer, 1st Grade - -	16	71
TOTAL - - -	34	192

We should note that these figures exclude the Military Works Department, for reasons which we shall give later on*; but if these were added the number would still very largely preponderate in favour of the Civil Engineers.

* Paragraph 19.

14. In both cases the reason for appointments of this class is that men of mature experience, whether that experience has been gained in the service of Her Majesty elsewhere than in India, or in that of private employers, are more valuable than young recruits who have all their experience to gain, and could not reasonably be expected to enter at the bottom of the Department on a level with their juniors.

15. Cases Nos. 11 to 17, 19 and 27, belong to this class, and are sufficiently explained by these remarks. On the 30th June last there were still in the Department 22 Civil Engineers and six Royal Engineers who originally entered in grades higher than Assistant Engineer, 2nd grade.

16. Another class of cases, analogous to the above, is that of Royal Engineer officers, who, after having served for a time in the Public Works Department, take a tour of service at Home or in the Colonies, and then come back in a grade the same as, or higher than, that which they held when they left the Department. It is said,† with reference to such cases, that "this counting of extraneous service as departmental service seems to the Council certainly to constitute supersession, and is so regarded by the Civil Engineers," and that "military service should only qualify for military promotion, while departmental service only should count for departmental advancement."

† Appendix III. of Letter from President of the Institution of Civil Engineers, Clause 1.

17. The contention that service out of India should not be taken into consideration in fixing the rank of an officer of Royal Engineers arises from an idea which appears to prevail that when such an officer leaves India his time is spent in purely military duties unconnected with engineering, that is, in the ordinary work of a regimental officer in connection with the discipline and drill of troops. This, however, is not the case. During such absences on service elsewhere the officers referred to are not only serving Government, but are usually gaining experience which on their return will probably be utilised in the service of the Government of India, and it will often happen that this experience is of a kind which could not be obtained in this country. There is no doubt that it is much to the interest of the State that Engineers, whether Civil or Military, should have opportunities of enlarging their experience and making themselves acquainted with the more recent improvements in practical engineering which have not yet found their way to India, and we have made

provision for encouraging such a procedure on the part of our officers while they are on furlough. Cases Nos. 1 to 10, 25, 32 (which is the same as No. 1), and 35 fall under this explanation.

18. In considering the various cases of alleged supersession the Council, in many instances, refer to officers of the Military Works Department, regarding which some remarks appear therefore necessary.

19. This Department is purely a Royal Engineer Department. There is not a single Civil Engineer in it, nor are they eligible for it. The promotion amongst the Assistant and Executive Engineers is on a separate list. If the promotion on this list is faster than on other lists, this in no way affects the Military or Civil Engineers on the other lists, except in cases of transfer, which are not frequent.

20. It is true that till recently the Superintending Engineers were on the same list for promotion as all others, and in a few cases Superintending Engineers of the Military Works Department have been brought back as Chief Engineers of Provinces; but these were all very senior officers, who had served the greater part of their time in the Public Works Department proper; and, to compensate for this, various Inspectors General of the Military Works Department have been taken from the Public Works Department, so that these transfers cannot have materially affected the promotion in the Public Works Department, and probably their general result has been favourable to the latter Department. The Superintending and Chief Engineers have recently been placed on a separate list from that of the Public Works Department for promotion, so that the two Departments may now be considered to be absolutely distinct. Case No. 33 occurred in the Military Works Department, and the promotion complained of concerned Royal Engineers only, not, as might be supposed from the context, Civil Engineers.

21. There remains a certain number of cases in which promotion has been deliberately given out of turn to officers selected on grounds of merit and special services. Such promotions have been given to Civil as well as to Royal Engineers, though this fact is disingenuously ignored, and only the promotions of Royal Engineers have been brought forward as grievances. To this class belong Cases Nos. 18 and 20 (specially promoted for good service in the Tirhoot famine, along with several Civil Engineers), 23, 28, 31, 34, and 36; all these are men of conspicuous merit and ability, who have well deserved and justified their advancement. We desire to enter with some fulness into some of these cases, as well as some of those grouped together in paragraph 11, in order to show how inaccurate the complaints are in some cases, and how unjustifiable even when accurate.

22. In the case of Colonel (now Major-General Sir James) Browne (No. 31), the authors of the assertion that he superseded nine Superintending Engineers appear to have included Royal Engineers and Staff Corps officers as well as Civil Engineers. An examination of the lists of that date (May 1883) shows that when Colonel Browne was promoted to Superintending Engineer, 2nd Class, there were 10 officers in all whose dates of promotion to Superintending Engineer, 3rd Class, were prior to his; but of these 10 only five were Civil Engineers, and Colonel Browne had joined the Department before all except one of these five. This fact was considered in making the promotion, which was supposed to lie between the last-named officer and Colonel Browne. The question was considered by the Honourable Sir Theodore Hope, then in charge of the Public Works Department, at considerable length, and the decision ultimately given was in favour of Colonel Browne, on the ground of merit as opposed to seniority. The other officer, it may be remarked, is the second senior officer now in the Department as regards total service has never been recommended for promotion to Chief Engineer, and is still a Superintending Engineer, 2nd Class.

23. Similarly with regard to Major Ottley (No. 34). This officer is said, on promotion to superintending engineer, to have superseded 52 officers; and the meaning of this statement appears to be that there were in December 1884, when Captain Ottley was permanently promoted to Superintending Engineer,

3rd

3rd grade, 52 executive engineers, 1st grade, who reached that rank before Captain Ottley.

But this number of 52 includes both civil and military officers in all branches of the Public Works Department and in the Military Works Department. Of military officers who are not relevant to the discussion, there are fourteen officers of Royal Engineers, and nine others, leaving only 29 civil engineers who might possibly be considered *primâ facie* to have some ground of complaint. Of these 29 civil engineers, however, 27 were in the railway or buildings and roads branches, and from want of previous experience in irrigation were absolutely ineligible for the post to which Captain Ottley was promoted.

Only two civil engineers of the three irrigation branches were senior to Captain Ottley as executive engineer, 1st grade, by five and 13 months respectively, but they belonged to the Bengal Province, and were therefore not entitled to expect to be transferred to the Punjab.

This case is a typical one, as showing how essential facts have been suppressed, and figures conveying an absolutely incorrect impression supplied to the institution.

24. Captain Constable's case (No. 21) has been the subject of considerable correspondence with your Lordship, the whole matter turning on the relative seniority of a batch of Cooper's Hill engineers and of one Royal Engineer officer who, under the orders conveyed in your Lordship's Despatch, No. 2, dated 19th January 1888, had his service ante-dated to the same day. We thought that there were good grounds for considering Captain Constable the senior, but we were overruled by your Lordship, and therefore if any injustice was originally done, which we certainly consider open to question, it has been remedied.

25. Colonel Cumming's case (No. 22) is as follows: He had been the head of the Public Works Department in British Burma for some time, when, owing to the annexation of Upper Burma, it was essential to form a much larger Public Works Department for the province. Previously to 1888 it had been a superintending engineer's charge, and had it not been for the war and its results, it is probable it would have remained so. The enlargement of the Department involved the appointment of three superintending engineers under a chief engineer, and the natural course, and that which the Chief Commissioner recommended, was to retain Colonel Cumming in the province, promoting him to be chief engineer and secretary, and this was eventually done.

But the post was first offered to a civil engineer, and refused by him on the score of climate.

It was known at the time that this promotion would cause considerable supersession both of Royal Engineers and civil engineers, but the advantages of retaining in Burma an officer so well acquainted with the wants of the province, with the character of the work and with the personnel of the Department, especially when he was acceptable to the Chief Commissioner, were held to justify this. It was, however, expressly said that the appointment would be made on the understanding that the immediate promotion of Colonel Cumming would not be held to prejudice the claims of officers then passed over to higher posts later on, and Colonel Cumming was so informed.

And, as a matter of fact, out of 12 civil engineers whom he may at that time be considered to have superseded, three have already, on this understanding, regained their former position above him; three more are in the same class as he is, and will not revert (one is sub. *pro tem.*, and another temporary only); one has been on special leave since the end of 1888, and will never return; whilst of the others, some would probably never have become permanent chief engineers. Those who are considered suited for such posts will probably regain their former positions.

26. Colonel McNeile (No. 29) is said to have superseded "several" superintending engineers when promoted to chief engineer, and for this remark to have relevancy to the matter under discussion it must mean that he superseded several civil superintending engineers.

At the time of this promotion (January 1884) the only officer senior to Colonel McNeile in the irrigation branches of the three provinces was another officer of Royal Engineers whom no doubt he did supersede.

He may have superseded civil superintending engineers who were his seniors in other branches, but, as in Major Ottley's case, they were ineligible for a step in the irrigation branch, in the duties of which they had not been trained.

27. Colonel C. J. Smith's (No. 30) was another special case. Prior to September 1883 the officers of the consulting engineer's department in Madras and Bombay were selected by those Governments from their own lists, independently of the Government of India. Colonel Smith had been long deputy consulting engineer in Madras, and had refused promotion to which he would have been entitled in other branches because he wished to stay on to succeed Colonel Shaw-Stewart as consulting engineer there, instead of joining another branch of the department. Colonel Shaw-Stewart left the consulting engineer's department shortly after the amalgamation of that department in Madras and Bombay with the general railway list under the Government of India, and Colonel Smith, who succeeded him, was then placed in a position corresponding with his service and qualifications. He joined the Public Works Department in 1858, and when eventually promoted to 1st class superintending engineer was still below two civil engineers in the same class who had joined the department in 1868 and 1859 respectively. Had he not refused promotion for so long there is little doubt that he would have been at least as high; for he was, and is, an officer very highly thought of by the Madras Government.

Mr. Mallet.
Mr. Tyndall.

28. After discussing the 36 special cases regarding which remarks have been made above, the Council of the Institution gives, also in Appendix III., certain tables which profess to prove further supersession of civil engineers by Royal Engineers from different points of view.

29. We do not propose to discuss these tables in detail, although we cannot leave them altogether without remark, which we may preface by saying that incorrect and misleading as we believe them to be, they completely refute the assertion, the accuracy of which we questioned in paragraph 7 of our Despatch, No. 2, Public Works, dated 7th January 1890, and to which the Council of the Institution still apparently adheres, that—

"There is not one Royal Engineer officer who has been permanently passed over by a civilian, or remains without the promotion he might expect from mere seniority."

The tables show that there have been many cases of supersession of a Royal Engineer by a civil engineer.

30. These tables are not supported by nominal lists, and the labour of ascertaining who the persons are to whom the figures used refer would be inordinately great. Moreover, the rules of interpretation, prefixed and suffixed, are obscure and contradictory, and different rules appear to have been applied in different cases in order to bring out the desired result. We have therefore contented ourselves with examining two typical instances, and finding the assertions made in the table to be inaccurate, we have not thought it worth while to pursue the subject further.

31. The first entry in the first table must be held to mean that on the date when Colonel Pemberton was promoted to superintending engineer, 3rd grade, there were above him in the three grades of superintending engineer, three civil engineers only, and that he superseded all of them, or that, adopting the language of the statement, this officer "availed himself of 100 per cent. of possible supersessions."

The facts are that that officer obtained the step to superintending engineer, 3rd grade, in April 1872, that there were then above him in the three grades of superintending engineers 16 officers, of whom he eventually superseded five, one of the five being at the time a supernumerary on foreign service who never rejoined the department, and three of the five having originally superceded him on first appointment.

32. In a later table under the head "Railway Revenue Establishment" the name of Mr. S. Finney is entered as having superseded one Royal Engineer officer by preferment to the Revenue Branch.

This officer is a Cooper's Hill Engineer of October 1874, and since July 1889, when he was not 37 years of age, has ranked with a superintending engineer, 3rd class.

In

In the railway branch alone the officers named in the margin*, who are all considerably older and have had much longer service in the department, were on 30th June 1890 still only executive engineers, 1st grade, whilst there were others senior to him in lower grades, including some† who have been held up as instances of undue advancement in the very papers now submitted.

	Age on 30th June 1890. Y.	M.	Joined Department.
* Colonel Clarke -	49	8	1863
„ Engledue -	50	1	1865
„ Jopp - -	51	11	1860
„ Savi - -	48	8	1870
„ Sedgwick -	48	10	1871
† Major Kunhardt -	39	8	1873
„ White - -	39	9	1874

Under the Local Governments there are three‡ Royal Engineer officers who have not yet attained rank higher than executive engineer, 1st grade, and who, both as regards length of service and age, are Mr. Finney's seniors; and under the local administrations two, one§ of whom is senior both in age and service, and the other,‖ who came to India late in life, is far senior in age.

	Age on 30th June 1890. Y.	M.	Joined Department.	
Bengal—				
‡ Major McArthur	46	0	1869	These are in each case the only 1st grade executive engineers amongst the Royal Engineer officers in the lists.
„ Pulford	45	6	1870	
„ Jacob -	47	0	1869	
§ „ Fox -	48	0	1872	
‖ Colonel Peters -	49	7	1879	

How it can be said on these figures that this young civil engineer who is of superintending engineer's rank, though only 38 years of age, and though he did not join the department till October 1874, has only superseded one Royal Engineer officer, we are unable to explain; and it may be remarked in passing that the mere fact of so many Royal Engineer officers between the ages of 46 and 52 being still only executive engineers is a very fair proof that the favouritism said to be shown in high quarters is at least discriminating, and is not bestowed on all Royal Engineer officers alike. Some of the officers named would do credit to many posts.

33. These two cases sufficiently prove, we think, that the figures submitted are such that we are not called upon to submit them to any further analysis.

34. We turn now to the last section of our argument, which is that Royal Engineers as a whole cannot properly be compared with civil engineers as a whole, since the former are, and the latter are not, a homogeneous body.

35. The civil engineers who are still in the department form a body recruited in various ways and subjected before appointment to tests of various degrees of severity, and in many cases to no test at all, and it is in the highest degree improbable that, under these circumstances, the average rate of promotion of the former class should not be quicker than that of the latter.

36. Prior to the year 1859 a part of the civil engineer element of the department was obtained from civil engineering colleges in this country, the training in which, though good of its kind, cannot be compared with that of Royal Engineers nor with that of engineers from Cooper's Hill, a fact which is recognised in the practice of appointing recruits from the two latter sources in the first instance as assistant engineers, 2nd grade, whilst appointments from the Indian colleges are usually made in the rank of apprentices, and in a few exceptional cases in that of assistant engineers, 3rd grade.

37. The rest of the appointments before 1859 were made in various ways, some under covenant with the Board of Directors of the late East India Company, some in India from men wanting employment, but all without any test of qualification, and in many, if not most, cases, without any previous special training.

38. In the year 1859 a system of examinations commenced in England for the junior appointments in the Public Works Department, and this system continued till the year 1871 inclusive. The officers appointed under this system were commonly known as "Stanley Engineers." These examinations were nominally competitive, but the figures published in connection with them show that the element of competition can hardly be said to have existed, the net result of the whole of the 15 examinations held under this system being that of 210 candidates who passed the minimum test, 200 received appointments in the Public Works Department.

In nine examinations out of 15, every candidate who qualified obtained

an appointment, and in the first examination though only one qualified, 14 out of 15 candidates were considered to have passed.

No doubt many excellent officers were obtained under this system, but there was next to no competition.

And during the years named (1859 to 1871) only 155 of these officers came into the Public Works Department under the Government of India (the rest going to Madras and Bombay) whilst in the same period 528 civil engineers in all joined that department. The "Stanley Engineers" thus formed less than 30 per cent. of the civil engineers appointed in those years. The remainder were recruited, partly as before from the Indian colleges, and partly from various other sources without any examination or test of fitness.

39. In 1872 and 1873, only seven officers joined from Cooper's Hill, and 74 from various other sources. From 1874 onwards the supply of civil engineers from Cooper's Hill has been regular, though much reduced since 1882, but between 1872 and 1889, both inclusive, only 377 Cooper's Hill engineers have joined the department under the Government of India whilst the recruits from other sources have numbered 252. Cooper's Hill has therefore supplied only 60 per cent. of the total civil engineer element in those years.

40. It may be added that in addition to the supposition, which we consider a fair one, that Royal Engineer officers should on the average obtain more rapid promotion in each grade than that portion of civil engineers who have been appointed without any tests of a high order, and, consequently, than the average of the civil engineers when considered as one body, there is the fact that so many of these have under present rules to pass through the two grades of apprentice and assistant engineer, 3rd grade, before they reach the grade in which the Royal Engineers, and the more highly trained of the civil engineers, are appointed in the first instance.

It does not, we think, under the conditions explained, require any theory of favouritism or undue supersession to account for the more rapid advancement of Royal Engineer officers as compared with the whole body of civil engineers.

41. We have had a comparison made between the relative promotion of Royal Engineers now in the department who joined in each year since 1872 with that of the Cooper's Hill engineers of the same year on the same list, and though the number of Royal Engineers is so small (only 16 in 18 years) as to render the results liable to be affected largely by a single case of quick promotion on the part of the latter body, yet we find that promotion has been remarkably equal, and that the only two officers who have in any marked degree had quicker promotion than their fellows are two Cooper's Hill engineers, who have been transferred to the Revenue Branch,—Mr. S. Finney, whose case is alluded to above, and Mr. G. B. Reynolds.

42. Having thus, as we think, shown that the statements and figures brought forward by the council of the Institution of Civil Engineers are based upon incorrect assumptions, that they are in some cases inaccurate, and in many misleading, factors having been ignored which must influence the rate of promotion of two bodies, we feel it incumbent on us to say a few words on the imputation which, though not directly made in the correspondence under reply, has been frequently and publicly put forward, that promotion in the department is unduly influenced by the Royal Engineer advisers of the Government of India and of Local Governments, who exercise their power for the benefit of their brother officers.

That this charge is implied, if not actually expressed, in this correspondence is clear, for the heads of Local Governments and our colleague in charge of the Public Works Department can have no bias in favour of the one body or the other, and can only wish to have the best men advanced to the higher positions. If, therefore, it is not intended to imply that Royal Engineer officers have considerable power in this matter, and use that power improperly, the whole complaint falls to the ground, the only reason that could be advanced for the more rapid promotion of the Royal Engineer officers being that on unprejudiced authority considered them more deserving of such advancement.

43. With regard then to this point we would draw your Lordship's attention to the fact that though no doubt almost all the posts of secretaries to Local

Governments

Governments were for many years held by Royal Engineer officers, owing to the fact of their having formed the majority of the department in its earlier years, this is not now the case.

44. Of the six smaller provinces marginally named, two only have Royal Engineer secretaries, three of the posts are held by civil engineers, and one by a staff corps officer, whilst on 30th June last, the date referred to throughout this Despatch, a civil engineer was also acting in one of the two posts permanently held by a Royal Engineer.

Burmah.
Central Provinces.
Assam.
Hyderabad.
Rajputana and Central India.
Baluchistan.

45. In each of the three large provinces* there is a secretary and joint secretary, one of the two having the control of the Irrigation Branch and the other of the Buildings and Roads Branch, the senior being secretary. Each is practically independent of the other in matters in which his own branch alone is concerned. On the 30th June last, five out of the six appointments were held by Royal Engineer officers and one by a civil engineer, whilst another civil engineer was acting for one of the Royal Engineer officers who will not return. The numbers were, therefore, for practical purposes, four Royal Engineers and two civil engineers.

* Bengal, North-Western Provinces and Oudh, Punjab.

The preponderance of Royal Engineers in these posts may easily be accounted for by the fact that some Royal Engineers are still senior to any civil engineers in the department except those who have fallen behind their juniors amongst their own class. In the Irrigation Branch especially, many Royal Engineers are senior to all civil engineers, and of the four Royal Engineers who are now secretary or joint secretary to Local Governments three belong to that branch.

46. Similar remarks apply to the highest posts under the Government of India. If the three posts of secretary and deputy secretaries to the Government of India were not now held by Royal Engineer officers, supersession of officers of long standing must have occurred, unless indeed the selection had been made from a few civil engineers who have not been able to keep their original position relatively to members of their own class who joined the department later than they did.

47. Therefore, it must be admitted that, so far as seniority is concerned, the Royal Engineers do not hold more of these appointments than might be expected, at the present time, to fall properly to their share, and that as the civil engineers who have been appointed to the department after passing recognised tests reach the higher grades, they are gradually obtaining a better share of these posts.

48. But, whoever may be in the position of advisers to the Local Governments or to the Government of India in this matter, we cannot admit that recommendations or promotions are made by the former, or promotions by the latter, without due consideration on the part of the final authority in each case, who has rarely been an officer of Royal Engineers.

49. In the case of Local Governments, the head of the Government must usually have some independent knowledge of the qualifications of the provincial officers, and in the case of the Government of India, promotions are based upon recommendations made by those governments and are brought forward in the first instance for orders, with all facts which appear to him to bear upon the case, by an under-secretary who is neither a civil engineer nor an officer of Royal Engineers.

50. The secretary in the Public Works Department has cartainly to make his recommendations, but not a single promotion is ever made on his authority alone, and we desire to record emphatically our opinion that the recommendations made by the successive secretaries for the Government of India in that department have been marked by complete absence of prejudice or bias on the part of those officers, as might indeed be confidently expected from officers selected for such positions of trust, usually after a long and honourable career in the department.

51. In conclusion we desire to record our opinion that the council of the Institution of Civil Engineers would be well advised if in future they closed

their ears to grievances the exact nature of which they cannot possibly ascertain and which are brought forward by dissatisfied and interested persons, many o whose statements we have shown to be deficient in accuracy and in candour. There is much discontent in all branches of the department, mainly due to slowness of promotion and to the fall in the price of silver; and the encouragement given to the compilation of grievances by the institution necessarily leads to habits of insubordination which are prejudicial to good relations between the Government and its servants.

As an example of the length to which this want of discipline can be pushed we would refer your Lordship to the correspondence sent with your Despatch No. 39—Public Works, dated 28th August 1890, in which five gentlemen, one now in the Public Works Department, two retired engineers of the same department, and two gentlemen who have no official connection with it, gave their advice as to the officer who should be nominated to the post of secretary in the Public Works Department on the occurrence of the next vacancy.

52. We have done all in our power to remedy the reasonable complaints of the department. The pay of all ranks below the second grade executive engineer has been raised. Special pensions have been granted to chief and superintending engineers; and now the rupee pensions have been fixed at a minimum value of 1 *s.* 9 *d.* per rupee. We hope the council of the institution may be induced to advise the civil engineers to leave off agitation and memorials, and to realise that the Government of India and not any outside body is the source to which they should look for fair and sympathetic treatment.

We have, &c.
(signed) *Lansdowne.*
G. Chesney.
A. R. Scoble.
C. A. Elliott.
P. P. Hutchins.
D. Barbour.

To the Right Honourable
Viscount Cross, G.C.B., Her Majesty's
Secretary of State for India.

— No. 10. —

(P. W.—2137.)

Sir, India Office, 19 December 1890.

WITH reference to your letter to this Office, dated the 20th May 1890, on the subject of the Indian Public Works Department, I am now directed to transmit herewith, for the information of the council of the Institute of Civil Engineers, copy extract of a Despatch recently received from the Government of India dealing with certain points relating to the civil engineer element of that department mentioned in your above-quoted letter.

I am, &c.
(signed) *Horace Walpole.*

The President of Council,
Institute of Civil Engineers.

— No. 11. —

(P. W.—2137.)

The Institution of Civil Engineers,
25, Great George-street, Westminster, S.W.,
13 February 1891.

Sir,

REFERRING to your letter of the 19th of December 1890, covering an "Extract" from a Public Works letter from the Government of India, dated "Simla, 29th October 1890," I am directed by the council of this institution to inform you that the "Extract" referred to has been under its consideration, and that a detailed reply is in course of preparation. This reply shall be forwarded

forwarded as soon as possible, but it will necessarily take some time owing to the published official documents having to be again referred to.

In the meanwhile, the council desires respectfully to point out to the Secretary of State that this "Extract" deals with one only, out of several important matters referred to in the letters from the institution, dated the 27th of May 1889 and the 20th of May 1890.

I have, &c.
(signed) *James Forrest*,
Secretary.

The Under Secretary of State for India,
India Office, Whitehall, S.W.

— No. 12. —

(P. W.—283.)

Sir, India Office, 10 March 1891.

I AM directed to acknowledge the receipt of your letter, dated the 13th February 1891, stating that it is the intention of the council of the Institution of Civil Engineers to address this Office again in respect to the position of the Civil Engineers in the service of the Government of India in their Public Works Department.

In reply, I am desired to point out that it is undesirable for the Secretary of State to be the channel of a prolonged controversy between your council and the Government of India, and to say that the Secretary of State regrets that, so far as he is concerned, he is precluded from undertaking to continue this correspondence.

I am, &c.
(signed) *Horace Walpole.*

The Secretary, Institution of Civil Engineers,
23, Great George-street, Westminster, S.W.

— No. 13. —

(P. W. D.—283.)

The Institution of Civil Engineers,
25, Great George-street, Westminster, S.W.

My Lord, 22 July 1891.

IN your letter of the 10th of March 1891 your Lordship declines to be the channel of a prolonged controversy between the council of the Institution of Civil Engineers and the Government of India. In deference to this expression of your Lordship's views, the council is precluded from replying in detail to the Despatch of the Government of India, or from pursuing the controversy on which the Government of India has entered.

In the letter of the 20th of May 1890 the council state it was with the greatest reluctance that, owing to the action of the Government of India in challenging the accuracy of the general statements made in its previous communication, the council had been forced to quote the individual cases, and observed, "It is possible that some unavoidable errors may have crept in, but they (the cases quoted) are believed to be substantially accurate."

A further examination of the records has been made in the light of the comments of the Government of India, and the council is confirmed in the

substantial accuracy of its representations. The council cannot, however, pass unnoticed the fact that the conclusions of the Government of India are founded on an interpretation of the word "supersession," altogether different from that defined in Appendix 3 to its letter of the 20th of May 1890, and, moreover, that the Government of India, in scrutinising the accuracy of the council's statement, compiled from the classified list corrected up to 30th June 1889, has had recourse to a list of a later date, viz., 30th June 1890.

The council would also draw the attention of your Lordship to the fact that the question of supersession, with which the Government of India has dealt, is only one of the grievances of which the civil engineers complain, as expressed in the following quotations from the first letter of the council to your Lordship, dated 27th May 1889:—

> "Their claims may be summed up in the statement that they desire to be placed in the same position as to promotion, pay, and pensions, as that enjoyed by the military engineers employed in the same service.
>
> "The council of this institution has looked carefully into the matter, and it is clear that the civil engineers are only asking what successive Secretaries of State, from the Duke of Argyll, so far back as 1869, down to more recent dates, have regarded as just and reasonable, but which, notwithstanding, has not yet been conceded to them."

The inequality, of which the civil engineers complain, has not been disputed by the Government of India. On the contrary, it has been practically admitted, and even defended, in paragraph 4 of their Despatch, No. 69, of 29th October 1890. This inequality is no longer capable of explanation by the comparatively short service of the civil engineers. For the last 30 years the Public Works Department has been mainly officered by them, and nearly the whole of the practical work of any importance has been executed by them. For more than a decade they have constituted 80 per cent. of the officers in the department, yet no civil engineer has ever been selected for the position of Director General of Railways, Deputy Secretary, or Secretary to the Government of India, or other similar appointment carrying a voice in the administration of the department.

In paragraph 19 of their Despatch the Government of India describes the Military Works Department as "purely a Royal Engineer Department," and states that "there is not a single civil engineer in it, nor are they eligible for it"; and yet by Circular No. 17A (*see* Appendix), issued since this correspondence commenced, it is expressly provided, that Royal Engineers of the Military Works Department are eligible for three of the principal appointments in the Buildings and Roads Branch of the Public Works Department.

The issue of such orders at the present date proves the main point for which the civil engineers have been contending, viz., that, under the Royal Engineer administration of the Public Works Department, the interests of the civil engineers are overlooked, and ignored, in favour of the military engineers.

Trusting that the whole matter, which seriously affects the efficiency of the department, may now receive the earnest attention of your Lordship, with the result that the repeated promises of your Lordship's predecessors may be redeemed.

I have, &c.
(signed) *George Berkley*,
President.

Signed on behalf and by request of the Council.

To the Right Hon. Viscount Cross, G.C.B.,
Secretary of State for India,
India Office, Whitehall, S.W.

APPENDIX.

Circular No. 17, A.—Military Works Department.

To the Superintending Engineers, Military Works Department, Simla,
10th June 1890

The following is forwarded for information.

(No. 390, G., dated 26th February 1890.)

From the Government of India, Public Works Department, to the Government of India, Military Works Department.

WITH reference to Military Department Memorandum, No. 15, M. W., dated 9th January 1890, in paragraph 3 of which it is requested that the proposals relative to the eligibility of superintending engineers of the Military Works Department for appointment as chief engineer of certain provinces may be formulated in an official Memorandum, the undersigned is directed to state that superintending engineers of the Military Works Department will, as heretofore, be eligible for the appointments noted in the margin,* should their claims be superior to those of other superintending engineers of the Public Works Department, and subject to the acceptance of such officers by the head of the Local Government.

* Chief Engineers, Buildings and Roads Branch, Bengal.
Chief Engineers, Buildings and Roads Branch, North-West Provinces.
Chief Engineers, Buildings and Roads Branch, Punjab.

2. When, therefore, a vacancy occurs in one of these posts the Military Department will be communicated with unofficially and confidentially, and will be asked to propose the names of officers whom it considers equally eligible with the officers of the Public Works Department for the appointment. The names of the Military Works and Public Works officers thus selected will then be submitted to the head of the Local Government for his remarks.

3. In case a superintending engineer of the Military Works Department is appointed as chief engineer in one of the posts named, the vacancy in the Military Works Department caused by his promotion will, as a rule, be filled by the transfer to the Military Works Department of a Public Works officer.

Endorsed by the Government of India, Military Department, No. 551, M. W., of 26th February 1890.

Copy of the above forwarded to the Inspector General, Military Works, for information, in continuation of Military Department, No. 265, M. D., dated 31st January 1890.

* * * * * * * * * * * * *

— No. 14. —

(Public Works, No. 1353.)

Sir, India Office, 14 August 1891.

I AM directed to acknowledge the receipt of your letter of the 22nd July 1891, which has been laid before the Secretary of State for India in Council.

I am, &c.
(signed) *A. Godley.*

The Secretary,
Institution of Civil Engineers.

— No. 15. —

(Public Works, No. 45.)

India Office, London,
20 August 1891.

My Lord Marquis,

YOUR Excellency's Public Works letter, No. 69, dated the 29th October 1890, furnished me with a full statement of the views of your Government on the grievances of the civil engineer members of the Public Works Department in India, so far as they related to the alleged undue preference shown to Royal Engineers in the matter of promotion.

 2. I caused

2. I caused a copy of your letter, with such omissions as I deemed proper, to be communicated to the Council of the Institution of Civil Engineers, and I also caused the Council to be informed that I felt it undesirable that the Secretary of State should be the channel of any further controversy, and that the correspondence should not be prolonged.

3. The Institution, however, while refraining from answering in detail the statements contained in your Excellency's letter, have forwarded to me a further representation on the general subject of the grievances of the civil engineers, which I now forward, with my acknowledgment, for the information of your Government.

Dated 22nd July 1891. Letter to Institute, dated 14th August 1891.

I am, &c.
(signed) *Cross.*

His Excellency the Most Honourable
the Governor General of India in Council.

— No. 16. —

No. 82, Public Works, of 1891.

Government of India, Public Works Department.—General.

My Lord, Calcutta, 9 December 1891.

We have the honour to acknowledge the receipt of your Lordship's Public Works Despatch, No. 45, dated the 20th August last, forwarding a further representation from the President of the Institution of Civil Engineers on the general subject of the alleged grievances of the civil engineer members of the Public Works Department in India.

2. As this representation has been merely acknowledged by your Lordship, and is forwarded for the information only of the Government of India, we consider it unnecessary to pursue the subject further, except in regard to the assertion, made in the concluding paragraphs of the President's letter, that the action of the Government of India in reference to a Circular issued by the Director General of Military Works, No. 17, A., dated the 10th June 1890, "proves the main point for which the civil engineers have been contending, namely, that, under the Royal Engineer administration of the Public Works Department, the interests of the civil engineers are overlooked and ignored in favour of the military engineers.

3. In connection with this matter we wish to state that this Circular gave publicity to an Office Memorandum of the Public Works Department, No. 390, G., dated 11th February 1890, relative to the eligibility of superintending engineers of the Military Works Department for certain chief engineerships in the Public Works Department. The Memorandum was, as is usual in such cases, intended to be a purely confidential communication between two Departments of this Government, but it was, through inadvertence, sent to the Director General of Military Works, and by him circulated to the officers of his Department. The withdrawal of his Circular was ordered in February last, as soon as the fact of its issue came to the notice of the Government of India.

4. The fact of the withdrawal of the Public Works Department Memorandum upon which the Circular was based was reported to your Lordship in our Despatch, No. 61, Public Works,* dated the 25th August 1891, and the circumstances which led to its issue and subsequent withdrawal were at the same time fully explained. We wish to point out that the cancelling of the Circular inadvertently issued by the Director General, Military Works, was ordered by our late colleague, Lieutenant General Sir George Chesney, an officer of Royal Engineers, and that the withdrawal of the Public Works Department Memorandum, after the circumstances had changed, was proposed by the Royal Engineer officer who held the post of Public Works Secretary at the time, and was supported by his successor, the present Secretary, another

* *See* Nos. 17 and 18 of this Return.

another Royal Engineer officer. The action in the case of each document was taken immediately the circumstances came to the knowledge of the officers concerned.

5. In conclusion, we would add that, should your Lordship require further explanations in connection with the other matters referred to in the representation from the Institution of Civil Engineers, dated 22nd June 1891, we are prepared to supply them.

We have, &c.
(signed) *Lansdowne.*
P. P. Hutchins.
D. Barbour.
A. E. Miller.
R. C. B. Pemberton.

To the Right Honourable Viscount Cross, G.C.B.,
Her Majesty's Secretary of State for India.

— No. 17. —

(Public Works, No. 51.)

India Office, London,
6 November 1890.

My Lord Marquis,

IT appears from the Proceedings of your Excellency's Government, in your Public Works Department for March 1890 (General), that it has been decided by you to consider superintending engineers in your Military Works Branch as eligible for promotion to the three chief engineer appointments in your Public Works Department proper, which are noted in the margin.*

Promotion of Superintending Engineers of the Military Works Branch to Chief Engineer appointments in the Public Works Department proper.

* Chief Engineer, Buildings and Roads Branch, Bengal.
Chief Engineer, North-West Provinces and Oudh.
Chief Engineer, Buildings and Roads Branch, Punjab.

2. As this arrangement is inconsistent with the understanding on which the separation of the two Departments was sanctioned, viz., that it was to be complete in all respects, I shall be glad to be informed of the reasons which have induced you to depart from the original intention.

3. I would point out that, in submitting your last proposals for the staff of your Military Works Department with your Military letter, No. 106, dated 2nd June 1890, no mention is made by you of the eligibility of superintending engineers in that Department for chief engineerships in the Public Works Department.

I have, &c.
(signed) *Cross.*

To his Excellency the Most Honourable
the Governor General of India in Council.

— No. 18. —

No. 61, Public Works, of 1891.

Government of India, Public Works Department.—General.

My Lord,

Simla, 25 August 1891.

WE have the honour to acknowledge the receipt of your Lordship's Despatch, No. 51, P. W., dated the 6th November 1890, requesting information as to the reasons which have induced us to consider the superintending engineers of the Military Works Branch as eligible for promotion to the three chief engineer appointments in the Buildings and Roads Branches of Bengal, the North-Western Provinces and Oudh, and the Punjab.

2. In reply, we have to explain that when the separation of the chief and superintending engineer appointments of the Military Works Department from the corresponding appointments of the Public Works Department was ordered, under Public Works Department Resolution, No. 89, G., dated 13th January 1890, there was one chief engineership only sanctioned for the Military Works

Department, and we considered that the superintending engineers of that Department retained the claims, which had been hitherto recognised in their behalf, to a share in the chief engineerships of the Public Works Department. Before the Resolution of 13th January was issued it had been arranged that this was the understanding, and the Memorandum of 11th February 1890 was merely issued in order that the matter might be placed on a definite footing for future guidance.

3. These reasons do not apply with the same force since two additional chief engineerships were sanctioned for the Military Works Department. We have, therefore, decided to withdraw the Memorandum referred to. But we believe that it is of the greatest importance that we should reserve to ourselves the utmost freedom in the selection of Royal Engineer officers, whether belonging to the Military Works Department or the Public Works Department, for the higher appointments in both Departments. At the same time we are fully alive to the necessity of maintaining a due regard to the claims of the two Departments to the respective appointments in each.

We have, &c.
(signed) *Lansdowne.*
F. S. Roberts.
P. P. Hutchins.
D. Barbour.
A. E. Miller.
H. Brackenbury.
R. C. B. Pemberton.

To the Right Honourable Viscount Cross, G.C.B.,
Her Majesty's Secretary of State for India.

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(*Mr. King.*)

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CONSUMPTION OF OPIUM IN INDIA.

LETTER FROM THE GOVERNMENT OF INDIA.

FINANCE AND COMMERCE DEPARTMENT.

SEPARATE REVENUE.

Opium.

TO THE SECRETARY OF STATE FOR INDIA.

MY LORD, No. 289, dated 14th October 1891.

WE have now the honour to reply to your Lordship's Despatch No. 68 (Revenue), dated the 28th August 1890, forwarding for our consideration a memorial from the Society for the Suppression of the Opium Trade, dated the 30th July 1890. It is alleged in the memorial that the society has received information from different quarters tending to show that in various parts of India the consumption of opium is on the increase, and that houses licensed for the smoking of opium and its products on the premises are the cause of great demoralisation in many of the towns of India; the memorialists further draw attention to what they consider a serious danger, namely, that the opium habit should spread throughout Her Majesty's dominions in India.

2. It is stated in the memorial that the information received by the society is contained mainly in papers which have been printed in the society's organ called the "Friend of China," and references to these papers were appended to the memorial. We have examined them, and we find them to consist almost exclusively of exaggerated and highly coloured accounts of what is alleged to have been seen and heard in visits to shops where opium and its products are smoked. There can be no doubt that if the haunts of the dregs of the population of great cities are examined in any country in the world, scenes of vice and misery will be witnessed, and it, therefore, seems to us that the basis on which the memorialists rest their case is altogether too narrow for the conclusions at which they have arrived. It is well to bear in mind that in 1889–90 there were only 936 shops licensed for the smoking of opium and its products in British India, exclusive of Madras, where such shops are not now separately shown, or less than one shop to every 197,000 inhabitants, being at the rate of (say) three or four shops for such a town as Liverpool or Glasgow.

3. In order to obtain the information necessary for the discussion of the whole question on a broader basis than has been adopted by the society, we forwarded the memorial to the various Local Governments for report, and we requested that the general questions raised should be discussed so far as they affected each province, and that the suggestion made in the memorial for the closing of shops for the sale of opium to be consumed on the premises should be specially considered. We enclose copies of the replies from Local Governments, which contain much valuable information.

4. The memorialists have in some parts of the memorial referred to other drugs as well as to opium, and some Local Governments have in consequence discussed the case as regards drugs of all kinds. We shall have an opportunity of dealing with the case of ganja and other drugs separately in replying to your Lordship's Despatch No. 59 (Revenue), dated the 6th August 1891, and we think it best to confine our present remarks to the question of opium, which is alone discussed in detail in the memorial. Statement A, however, which is attached to this despatch, gives the number of shops licensed for the sale of drugs of all kinds during the last 10 years.

5. The main charge which the memorialists make is that the consumption of opium is on the increase, and that there is serious danger that the use of the drug may become more general throughout Her Majesty's dominions in India. If this charge is disproved, the memorialists' case, excluding the question of the demoralisation alleged to be caused in towns by shops for the smoking of opium and its products, falls to the ground.

Before considering in detail the statements made in the memorial we desire to state emphatically that neither the replies of Local Governments to the reference we have just made to them, nor the figures regarding the consumption of opium collected by us, nor the evidence contained in the previous correspondence on the subject, afford any foundation for the assertion that there has been a serious increase in opium consumption in India during recent years. We are therefore unable to find any ground for the apprehensions felt by the memorialists that the opium habit is likely to spread with fatal results throughout Her Majesty's dominions in India, unless stricter measures than have hitherto been found practicable are adopted without delay for its repression. We admit that in some parts of India, especially in some of the larger towns, the habit prevails more generally than in others, and that some useful reforms may still be instituted in particular provinces. But, taking India as a whole, we unhesitatingly deny that the practice of eating, drinking, or smoking opium is decidedly on the increase. The whole evidence before us points to the conclusion that opium is consumed in considerable quantities only by special classes or in particular localities; that even among these classes and in these localities the habit of consuming opium is neither growing in popularity nor causing an increase of misery and degradation; that among most classes of the population and in most localities the habit does not exist to any considerable extent, and that where it prevails at all it is kept in check by the strict precautions which have been for many years in force; and, lastly, that neither the demand for the drug nor the facilities for indulgence in it have increased, even in proportion to the increase in population, during the last 10 years. So far from its being true that we are encouraging in any way the consumption of the drug, we are met nearly everywhere with this difficulty, that the results of our action in raising the rate of duty, restricting the number of shops, and imposing conditions on the grant of licenses have made opium so expensive and so difficult to obtain that incessant watch has to be kept over the tendency to develop a regular trade in opium smuggling. This difficulty has become so serious under present conditions that we have no doubt of the absolute impossibility of enforcing the complete prohibition of opium consumption, even if the facts before us warranted our contemplating so serious an interference with individual liberty.

6. In support of the statements made in the last paragraph regarding the absence of any indication that we are face to face with an evil of increasing magnitude, we invite special attention to the enclosed Statements A and B,* giving correct details of the number of shops for retail sale of drugs of all kinds, and the amount of opium issued from these shops during the last 10 years. It will be seen that the figures of the number of shops given in Statement A differ somewhat from those given in paragraph 3 of the memorial. We have taken pains to make the statement as correct as possible, and we think that the figures may be safely accepted by your Lordship and the memorialists as more accurate than any which have been previously published. It will be observed that the total number of shops of all kinds for the supply of drugs to a population of 220 millions is about 22,000, while the remark entered in column 44 of the statement explains that in order to arrive at the actual number of separate shops a large deduction must be made from this total, inasmuch as a shop selling opium and some other drug is frequently entered in the returns as two shops. The tendency has been in recent years to enter the shops in greater detail, and the fact that the total number of shops appears to be nearly the same for the last 10 years is really an indication that the facilities for obtaining opium and other drugs have actually been reduced during that time. The population of British India has increased during these 10 years by $9\frac{1}{2}$ per cent., exclusive of the increase due to the annexation of Upper Burma, so that there are now distinctly fewer shops for each million of the population than in 1880–81, and we know that the shops themselves are more strictly controlled. Turning to Statement B, it will be seen that very much the same inference may be drawn from the figures showing the amount of opium consumed. Omitting the figures for 1880–81, which are vitiated for the purposes of comparison by the doubt as to the correctness of the large amount of opium shown as consumed in the Punjab in that year, it appears that the total consumption in British India has increased during the nine years 1881–82 to 1889–90 by nearly 14 per cent. In considering the total increase it has, however, to be considered that a very large proportion of it occurs in the Bombay Presidency alone, where it is due to the substitution of licit or duty-paid opium for the smuggled opium which was more largely consumed in earlier years before the full effect of the measures adopted on the introduction of the Opium Act, I., of 1878, into that province was produced. We shall deal hereafter with the question of the apparent increase of consumption of opium in Bombay: for the present we content ourselves with stating the

* *See* page 15.

following figures, showing the number of cases of opium smuggling in which convictions were obtained in Bombay in recent years :—

Year.	No. of Cases.
1886–87	372
1887–88	478
1888–89	429
1889–90	366

The number of cases in which the smugglers were detected, and convictions were obtained against them, must bear but a small proportion to the total number of cases of smuggling, and the figures we have given show there is still room in Bombay for increase in the consumption of duty-paid opium without increase of the total consumption, including in the total consumption both duty-paid and smuggled opium. Taking the other provinces, it will be seen that the increase on the whole is less than the increase of population during the period, while in some, such as Madras and Assam, it would appear that opium is losing rather than gaining ground. When allowance is made for the strictness with which the opium laws are now enforced, for the more active operations against smugglers, and for the greater care with which the amount of opium consumed is brought to account in consequence of the attention everywhere paid to the subject, we are satisfied that the habit of opium consumption is thoroughly kept in check, and that, so long as the present policy of Government is maintained, there is no ground for anticipating any sudden or rapid extension of it in future.

7. Having thus indicated our general views upon the assumptions made in paragraphs 2 to 4 of the memorial, we will now discuss the particular allegations and suggestions contained in paragraphs 5 to 15, taking the provinces in the order in which they are dealt with by the memorialists.

8. As regards Bengal, it will be seen that the number of licenses for retail sale has been largely reduced during the last ten years. The reduction occurs under all heads, but especially in the number of shops for sale of raw opium. The amount of opium consumed has indeed increased by about 8 per cent. during the period, as against an increase of $6\frac{1}{2}$ per cent. in the general population, but the rate of increase in population in the districts where opium is chiefly consumed is fully equal to the rate of increase in the total consumption of opium, and the consumption has been practically stationary for the last seven years with only slight and unimportant fluctuations from year to year.

Under the circumstances the Local Government has confined its remarks to a discussion of the proposal for closure of shops for consumption on the premises. We reserve our remarks upon this question till the concluding paragraph of this Despatch, and it is only necessary to say that we regard the general facts about Bengal as on the whole satisfactory, when the enormous area and population are considered, and when further it is recognised how large a proportion of the area consists of alluvial, malarious tracts, in which the use of opium by the people is not a vice, or even a luxury, but to some extent a necessity of life.

9. As regards the Central Provinces, the memorialists have acknowledged the large reduction of shops effected during the last ten years, but have called attention to a small increase in the year 1888–89. The Chief Commissioner has explained that this increase is nominal, and is due to the more correct method adopted in that year of including in the returns shops which had previously been excluded on the ground that the licenses were only for the occasional and temporary opening of the shops. The figures for the whole period of ten years show, in our opinion, that the Local Government has gone as far as it is possible to go in the direction desired by the memorialists, with due regard to the great facilities for smuggling which exists in districts surrounded on all sides by Native States. The number of smoking shops has been steadily and largely reduced, and the Chief Commissioner has already, by orders issued in August 1890, prohibited consumption of drugs in any form on the premises of shops. We invite attention to the instructions issued to the Commissioner of Excise in Mr. Laurie's letter, No. 5106, dated the 14th August 1890, which is enclosed in Appendix A to the Central Provinces' reply of the 27th January 1891. It will be seen that the special measure advocated in paragraph 18 of the memorial had already been determined on before the receipt of your Lordship's Despatch. Statement B shows that the amount of opium consumed in the Central Provinces has been practically stationary during the last eight years, and somewhat less than the amount consumed during the years 1880–81 and 1881–82, notwith-

standing that population has increased in the meanwhile by more than 9 per cent. It will, of course, be recollected that there is opium smuggling in the Central Provinces as in most of the other provinces of India, and that we are unable to say what amount of smuggled opium is consumed.

10. Paragraph 6 of the memorial deals with Assam. In this province much has been already done to reduce the number of shops and increase the price of opium, and the remarks of the memorialists are confined to a request that further efforts may be made in this direction. As regards the number of shops the Local Government, by a comparison with the year 1874–75, when the province was constituted as a separate Chief Commissionership, shows forcibly how much has been done to carry out its policy for the restriction of the opium trade. During the series of 16 years ending with 1889–90, the number of shops has been reduced by over 74 per cent. It is not reasonable to anticipate so large a rate of decrease in future, seeing that opium is, as in some parts of Bengal, almost a necessity of life in the low-lying malarious tracts of the province. Still the fact that the number of shops for sale of raw opium is shown by the Excise Report recently received to have been further reduced from 990 in 1889–90 to 946 in 1890–91, is a sufficient proof that the attention of the authorities is still directed to this question. In regard to the price of opium, the memorialists have expressed a hope that prompt effect would be given to the suggestion for enhancement of the price made by the Chief Commissioner in his resolution on the report for 1888–89. The suggestion was acted on before the memorial was presented to your Lordship, and from the 1st April 1890 the price has, in fact, been raised from Rs. 32 to Rs. 37 a seer. It appears from the Excise Report for 1890–91 that the amount of opium consumed in that year was 52,333 seers, while the duty realised increased by Rs. 76,735. There has, therefore, been a reduction of over 22 per cent. in consumption since 1880–81, notwithstanding an increase of 11 per cent. in population as shown by the census of 1891.

11. Paragraphs 7 and 8 of the memorial afford a striking illustration of the difficulties under which the memorialists labour, owing to their imperfect acquaintance with India and its conditions. Lahore is placed by the society in the North-Western Provinces and Lucknow in the Punjab. Your Lordship has informed us that the memorial was presented by an influential deputation, and that the number and character of the names appended added weight to their representations. Without attaching undue importance to the errors just indicated, we think that we are justified in suggesting that the occurrence of two such extraordinary mistakes in successive paragraphs displays some want of care on the part of those persons on whom the memorialists appear to depend for information.

12. In paragraph 7 attention is called to what is considered to be a serious increase in the number of opium and other drug shops in the North-Western Provinces during the last ten years. The Local Government admits the substantial accuracy of the figures quoted, and defends the increase on the ground that it was required in order to prevent the greater evil involved in illicit consumption. Even after the increase in question the number of opium shops in the North-Western Provinces and Oudh is now smaller than that in any of the five larger provinces except Madras, although the population is greater than that of any province except Bengal. It is urged by the Local Government that a diminution in the number of shops would not reduce the total consumption, but might even have the opposite effect; and in view of the undoubted facilities that exist in the North-Western Provinces and Oudh for smuggling both from Native States and within the province, we are inclined to accept this view. While the number of shops for the sale of opium and its preparations has on the whole increased, the number of opium smoking shops has been reduced by 93 per cent., from 371 in 1882–83 to 26 in 1890–91. It is the case that the amount of opium consumed has increased by nearly 11 per cent. during the last ten years, as against an increase in population of about $6\frac{1}{3}$ per cent., but the total amount consumed yearly is not conspicuously large in proportion to the total population of nearly 47 millions. The increase in the licit consumption is not necessarily due to the increase in the number of shops; it is much more probable that it is due to the substitution of licit for smuggled opium. The whole question is engaging the attention of the Local Government, which called for a report on the distribution of the opium shops in 1890, and has directed in paragraph 20 of its Resolution on the 24th July 1891, on the Excise Report for 1889–90, that the matter should now be disposed of with as little delay as possible.

As regards the Lucknow shops referred to in paragraph 8 of the memorial, it will be seen from paragraph 7 of the Local Government's reply that one of these shops has been recently closed, leaving two only in that city.

13. Before quitting subject of the North-Western Provinces, we invite a reference to paragraphs 8 and 9 of the North-Western Provinces letter, in which the Local Government has exposed the inaccuracy of the statistics given by Mr. Caine in the first of the extracts referred to in the memorial :—

"Turning to the appendix to the memorial, I am to observe that Mr. Caine (page 2) writes: 'In the city of Lucknow there are 30 distilleries of native spirits, 201 liquor shops, 24 opium shops, and 92 for bhang and other intoxicating drugs.' The assertion is of characteristic inaccuracy and hardihood. In the whole Lucknow 'district'—an area of about 1,000 square miles, with a population of nearly 700,000—there were during 1888–89, 1 distillery, 136 shops for the retail vend of country spirits, 86 drug shops, 3 madak and chandu shops (the so-called 'opium dens'), and 27 opium shops not licensed for consumption on the premises. There seems to the Lieutenant-Governor and Chief Commissioner to be little practical usefulness in engaging in a never-ending discussion on the merits or demerits of the Indian Excise system with critics who have shown themselves quite incapable of understanding the uses of accuracy; whose object is not to prove their contentions, but to impress the general public, and to that end to declaim and to denounce; and who cannot therefore be expected to forego their methods of controversy before the most cogent reasoning or the most unanswerable statistics."

"I am to point out that Mr. Caine is equally wrong (page 3 of the appendix) in confusing 'doubled revenue' with 'doubled consumption.' Inquiry shows conclusively that the increased revenue is very largely due to increased stringency on the part of Government, and to the persistent suppression of illicit traffic."

14. The case of the Punjab is referred to in paragraph 8 of the memorial, and it is urged that there can be no adequate justification for an alleged increase in the number of opium licenses by 63 per cent. between the years 1879–80 and 1888–89. The figures given for the Punjab in paragraph 3 of the memorial differ considerably from those shown in column 2 of the enclosed Statement A. The reason for this is, that we have excluded the number of wholesale licenses throughout, while in the table upon which the society has based its remarks, these wholesale licenses were included for the years 1880–81 to 1886–87, and excluded for the years 1879–80, 1887–88, and 1888–89. Had the number of wholesale licences in 1879–80 (324) been included, the total for that year would have been not 1,164 but 1,488, and the memorialists would have then seen that there was little or no change before the year 1887–88. It will be seen from Statement A that the number of shops remained nearly stationary up to the year 1886–87, inclusive, and that almost the whole of the apparent increase has taken place in the years 1887–88 and 1888–89. This increase is really nominal and is due to a more correct method of counting shops introduced in those years. The cause of the sudden increase in 1887–88 was clearly explained in paragraph 2 of the Excise Report for the year, which is quoted in paragraph 3 of the Financial Commissioner's letter No. 66 of the 30th January 1891, enclosed in the Punjab Government's reply of the 24th March 1891. It was due to the substitution, in the case of some districts, of returns showing the number of separate shops, for returns showing the number of licenses, a license occasionally covering more than one shop. We regret that the statistics should have misled the memorialists, but an explanation of the apparent increase was given at the time when the change in the method of enumeration was first made, and as the Provincial Excise Reports are available for sale to the general public, it would not have been difficult for persons interested in the returns to satisfy themselves as to the cause of the variation in the figures. This explanation in regard to the Punjab figures should be borne in mind in considering the apparent increase from 1887–88 in the total number of opium shops in British India shown in column 40 of Statement A. Allowing for an error of about 650 shops on account of the Punjab in the earlier years, it appears that the total number of shops has decreased slightly from 1881–82 and very considerably from 1880–81.

15. In connexion with the Punjab, we invite attention to paragraphs 8 and 9 of the Financial Commissioner's letter, from which it will be seen that the expediency of refusing licenses for shops in which opium was smoked on the premises was considered by the Punjab Government as early as 1883, and that all such licenses were discontinued between 1885 and 1890.

16. Paragraph 9 of the memorial deals with Berar, Coorg, and Ajmere-Merwara. It is true that there has been some increase in the number of shops for sale of drugs of all kinds in Berar, the figures making no distinction between opium and other drugs. The increase in the ten years ending 1889–90 is under 7 per cent. as against an increase in population of over 8 per cent. Excise has been for some time engaging the special attention of the Resident, and in his reply dated the 20th March 1891, he stated that

orders had issued for the reduction of at least 50 shops from the 1st April 1891. It has subsequently been explained in the Excise Report for 1890–91 that it was not found possible to alter the arrangements already made for the year 1891–92. The orders issued by the Resident will, however, secure that the matter shall be kept in view, and we have no doubt that all practicable measures will continue to be taken both for reduction of shops and discouragement of consumption. In Coorg and Ajmere the number of shops is small, and there is no reason to suppose that drugs are consumed in excess. In both cases our orders referred to in paragraph 29 below will effect all that is immediately required to improve the administration.

17. In paragraphs 10 to 13 the society has discussed the case of Lower and Upper Burma, and has asked, as regards Lower Burma, what reason there can be, except that of the revenue involved, why the same policy of absolute prohibition should not be adopted with regard to opium as has already been carried into effect since 1872 in regard to ganja. The opium policy in Burma has been discussed at great length by successive Chief Commissioners from the time of Sir Charles Aitchison, and as the conclusion in each case has been that it is impossible to altogether prohibit the supply of opium, we must demur to the attempt to settle the question without stating a single new argument in support of the assumption that the supply of opium can and ought to be absolutely prohibited. In his memorandum of 1881, Sir Charles Aitchison distinctly stated that there were considerations which, in his judgment, made "it impossible altogether to prohibit the supply of opium."

Sir Charles Aitchison's view has been accepted by his successors and is now fully concurred in by Sir Alexander Mackenzie, who writes that—

"It has, moreover, been frequently explained that there is in this province a considerable non-Burman population, consisting of Shans, Chinese, and others, who are accustomed to the moderate use of opium, and who consume it without ill-effects or even with beneficial results. The Chief Commissioner is not prepared to advise the absolute prohibition of the possession or sale of opium in Burma by persons of non-Burman descent. Such a step would be an unjustifiable interference with the habits of a large section of the population and would be quite impossible to enforce: As the Financial Commissioner remarks, even the prohibition of the use of ganja cannot be absolutely enforced. Indians who are accustomed to use it will have it and can arrange to get it. The enforcement of a general prohibition of the use of opium would present still greater difficulties as the classes which consume opium are far more numerous than those which consume ganja. As regards this province, the opium question has been frequently discussed, and the opinions of the most experienced officers have been more than once placed on record. It may be considered as established beyond question that there is a legitimate demand for opium among the foreign residents in Burma, which would exist whether Government countenanced the use of opium or not; that if Government decided to declare the sale or possession of opium generally illegal, the demand would be supplied by illicit means; and that the results of any attempt to enforce absolute prohibition of the use of opium would be the loss of a large amount of revenue without any commensurate benefit."

Your Lordship will see that we have very carefully considered the Chief Commissioner's letter No. 1—10-E., dated the 2nd February 1891, and have in our reply No. 3166, dated the 29th July 1891,* expressed our willingness to support Sir A. Mackenzie's proposal for prohibition of sale and possession of opium as regards Burmans in Lower Burma, provided that he is able to establish the necessity and practicability of so stringent a measure, and to make it clear that his remedy will not involve evils as great as those which it is desired to remove. We have specially instructed him that in dealing with this matter he is not to take into consideration the question of any possible loss of revenue owing to the adoption of more severe restrictions on the consumption of opium.

* Enclosure No. 14.

18. The only other remark we desire to make in regard to Lower Burma is to call attention to the very small number of shops in that province. The total number is 20 and the population is 4,569,170, giving one shop for every 228,458 inhabitants. The attempt to restrict consumption by reducing the number of shops has therefore been carried to an extreme in that province, and one result of the excessive restriction in the number of licensed shops has been the springing up throughout the province of numbers of unlicensed dens in many of which there is reason to believe that opium is secretly sold, while in all it is regularly consumed. It is this increase in the number of unlicensed places in which opium is habitually consumed which has led to the impression that every license issued in Lower Burma has been allowed to cover a large number of shops. The impression is, we need hardly say, a wholly mistaken one. The

local authorities have been unable to prevent the existence of those unlicensed shops in the past, and it is doubtful whether the more vigorous efforts now being made to do so will prove successful. These facts lead us to remark that too much reliance should not be placed on endeavours to reduce the consumption of opium by restricting the number of shops. A more potent weapon is an increase in the duty on opium, and this is one which we are always prepared to employ up to the limit at which the increase of price seriously stimulates smuggling.

19. In regard to Upper Burma a prohibition is already in force against sale of opium to, and possession of opium by, persons of Burman descent, and we are not prepared to attempt more repressive measures until at any rate sufficient time has elapsed to enable us to judge of the success of the experiment. The latest information before us, contained in the Excise Report for 1890–91, is to the effect that the quantity of opium imported into Upper Burma is much less than in the year 1889–90, while there has been some increase in the small amount of Government opium issued to licensed vendors. In paragraph 9 of his resolution on the report, dated the 24th August 1891, the Chief Commissioner has stated that the difficulties of checking smuggling in Upper Burma are very great, and it is clear that effectual means of dealing with the evil have not yet been devised. The difficulties referred to are due to the configuration of the country, and the presence of a large alien population habituated to the use of the drug.

20. In the Bombay Presidency there has hitherto been some confusion in regard to the published returns of licenses for sale of opium and other drugs. The figures given in Excise reports (column 38 of Statement A) have been understood to cover all shops for sale of drugs including opium, but it now appears from the Bombay Government letters of the 18th July 1891 and the 1st September 1891, that this is incorrect. In addition to the 1,290 shops for the sale of intoxicating drugs there were in 1889–90 1,281 shops selling exclusively opium and its preparations. We regret that the system under which opium is dealt with in a separate series of annual reports should have made a misapprehension possible, and we have now requested the Government of Bombay to show the number of opium shops distinctly in future.

21. With reference to the particular allegations made in paragraph 14 of the memorial as regards Bombay, it is true that the consumption in Bombay of licit, or duty-paid, opium has nearly doubled during the last ten years. It is explained by the Bombay Government that this increase is entirely due to the measures taken to check opium smuggling and to substitute licit opium for the contraband opium which previously formed the bulk of the consumption. The measures referred to have been gradually introduced since the year 1878, and "the general result is that the retail selling price of opium has been doubled everywhere within the last fourteen years." It will, we believe, be admitted by the society that the adoption of measures which result in the doubling in price of an already expensive luxury proves that the Government of Bombay has done a very great deal towards discouraging indulgence therein.

The letter from the collector of Bombay, dated 4th February 1891, illustrates the danger of assuming that an increase in the consumption of duty-paid opium necessarily means an increase in the consumption of opium of all kinds, including both duty-paid and smuggled opium. The following figures state the consumption of duty-paid opium in the town of Bombay for a series of years :—

	lbs.
1881–82	10,730
1882–83	11,058
1883–84	11,253
1884–85	12,171
1885–86	15,216
1886–87	17,053
1887–88	16,903
1888–89	21,791
1889–90	20,477

In the course of eight years the consumption of duty-paid opium has doubled, but the increase has mainly shown itself in the two years 1885–86 and 1888–89. Now, during these eight years the number of shops for the sale of opium of all kinds, as well as the duty on opium, have remained practically unchanged. The first marked increase beginning with 1885–86 coincides with the substitution of the central opium warehouse

system for the previous practice of storage in scattered private warehouses. On this change being made the amount of alleged wastage fell at once to an extent which showed that when private warehouses were in use about 16,800 lbs. of opium were yearly smuggled from them and written off as wastage. Simultaneously with this decrease of alleged wastage there was an increase of about 5,000 lbs. in the consumption of duty-paid opium. It can scarcely be doubted that a reduction of 16,800 lbs. yearly in smuggled opium and an increase of about 5,000 lbs. in the consumption of duty-paid opium represents not an increase, but a substantial decrease in the total consumption of opium. Similarly, the increase in the consumption of duty-paid opium in 1889–90 was not due to any pushing of opium rates by lowering prices or opening new shops, but merely to a change from one-year licenses to three-year licenses. This change gave a greatly increased power, as well as inducement, to the licensees to bring to light and secure the punishment of opium smugglers. As already explained in paragraph 6 of this Despatch, the number of cases of opium smuggling in which convictions are obtained in the Bombay Presidency, even at the present time, amounts to about 400 yearly.

22. Among the measures referred to in the preceding paragraphs as having been adopted with the special object of checking smuggling has been the insertion in the licenses of a condition that the farmer shall pay duty in each year on a certain minimum quantity of opium, even though his actual sales should fall short of that minimum. This condition makes it the interest of the farmer to refrain from dealing in illicit opium, and also to help the authorities in preventing illicit dealings by others. Before it became the practice to insert this condition in the license, the license-holder paid merely for the right to open a shop, and made his profit by retailing smuggled opium, taking only a small quantity of duty-paid opium in order to avert suspicion. With a condition in his license binding him to pay duty on a minimum quantity of opium, he gains nothing by selling smuggled opium, as he must make up a certain amount of duty, however small his sales of duty-paid opium may be. We are of opinion that the stipulation to pay at least a certain amount of duty, whatever the quantity of opium sold might be, has been one of the main causes of the success which the Government of Bombay have attained in repressing smuggling in the last twelve years.

But the system of a minimum guarantee of this nature is open to plausible misrepresentation by those who are ignorant of, or choose to ignore, the difficulties which the system is intended to meet, and who assert that its object, or effect, is merely to force the licensee to sell a larger quantity of opium than there is a demand for, under penalty of a fine. We hope that the knowledge which has now been gained of the ordinary consumption in the several districts may enable the preventive establishments, which are much stronger than they were twelve years ago, to combat successfully, without the help of the guaranteed minimum clause, the very strong tendency towards smuggling and illicit practices which undoubtedly exists in the Bombay Presidency. For these reasons, as explained at greater length in our letter to the Bombay Government, No. 4120, dated 1st October 1891,* we have requested that Government to discontinue the system. We cannot, however, hope that the result will be to decrease the amount of opium consumed in the province: we shall be content if no material increase of illicit consumption is caused.

* Enclosure No. 15.

With reference to the specific charges in connexion with the opium-smoking shops in Bombay city which are made in some of the enclosures of the memorial, we invite attention to the letter No. 950, dated the 4th February 1891, from the Collector of Bombay to the Opium Commissioner. We confidently leave it to your Lordship to decide whether Mr. Campbell's carefully written account is more likely to be near the truth, or the sensational descriptions drawn by Messrs. Gregory, Dyer, and Sessions.

23. In support of their indictment against the opium administration in Madras the memorialists have, as in the case of Bombay, relied on a simple comparison of the figures shown in the Finance and Revenue Accounts for the two years 1879–80 and 1888–89 under the head "Duty on opium consumed in India." The Local Government has explained in paragraph 2 of its reply that no proper inference can be drawn from a comparison between the revenue figures of those two years, as rules under the Opium Act were only brought into force in the Presidency from the 1st July 1880. But had the memorialists, when referring to the entries in the accounts on which they base their conclusion, included in their comparison the intervening years, they would have seen that there was not sufficient ground for serious apprehension that the con-

sumption of opium was increasing, as the revenue has been practically stationary during the six years ending 1888–89. The actual figures for these six years are as follows :—

	Rs.
1883–84	60,308
1884–85	62,886
1885–86	71,558
1886–87	62,664
1887–88	59,358
1888–89	60,858

We give these figures not because they accurately indicate the amount of opium consumed in the province, but as an illustration of the misdirected ingenuity, to use the mildest term, with which the agents of the society select for comparison any figures which appear to justify the assumptions with which they start, while omitting to notice the obvious inferences from figures which tell against them. The real facts as regards opium consumption in Madras are given in the margin of paragraph 2 of the Local Government's reply, and in column 10 of Statement B. The figures for the year 1880–81 may be left out of account, as they represent the consumption for nine months only, and it is probable that the recent change of system partially accounted for the abnormally large amount of opium shown as consumed in the year 1881–82. Disregarding these two years, it appears that from 1882–83 onwards the amount of opium retailed has declined from 38,591 seers to 33,612, or by nearly 13 per cent., as against an increase in population of 15½ per cent. during the period 1881–91.

24. A further allegation made as regards Madras is that certain evidence was given before the House of Commons Committee of 1871, to the effect that there was then practically no consumption of opium in the province, and that since that time "measures "appear to have been taken to spread the habit of opium smoking." The explanation given in the following quotation from the reply of the Local Government is conclusive on this point :—

"The memorialists next refer to the evidence given by Sir T. Pycroft and Mr. E. F. Harrison before the Select Committees in 1871 and 1872, to the effect that there was practically no consumption of opium in this presidency. In regard to this I am to observe that a similar opinion was long entertained by this Government as the result of special inquiries made on the subject about the year 1855, but that this opinion was abandoned twenty years later, when a careful further inquiry showed that it did not represent the actual facts, but that, on the other hand, there was a large consumption of opium in the four northern districts of Ganjam, Vizagapatam, Godavari, and Kistna."

The later inquiry referred to in this extract was made throughout the Madras Presidency in the years 1873 to 1875. The facts then brought to light furnished one of the chief reasons which induced the Government of India to extend the stringent provisions of the Bengal Opium Law to the whole of India. The following is a quotation from the Statement of Objects and Reasons attached to a Bill introduced in the Legislative Council of the Governor General of India, in September 1875 :—

"In Madras no check, either legislative or administrative, exists at present on the growth of the poppy, or the transport, possession, or storage of opium, and practices have resulted injurious alike to the public revenue and to public morality and health."

That Bill passed into law as Act XXIII. of 1876, which was, however, never brought into force, its operation being postponed by Act VI. of 1877, while it was eventually superseded by the present Opium Act I. of 1878.

It will, therefore, be seen that the apparent increase of consumption and the real increase of revenue, and of licensed shops since 1879–80, in Madras, is due to the fact that before that year no attempt was made to regulate or restrict the sale of opium or other drugs in that province, owing to an erroneous belief that there was no such consumption. Before 1879–80 practically no duty was paid on opium or other drugs, and any person was at liberty to sell them who chose to do so, and it is assuredly the *ne plus ultra* of misrepresentation to represent the facts connected with the imposition of a heavy duty, and the limitation of the number of shops by requiring licenses and license fees, as indicating that "measures appear to have been taken to spread the habit of opium smoking."

25. The following passage shows that a similar mistake has been made in the memorial in dealing with the arrangements adopted in certain very feverish hill districts of the northern division of Madras, in regard to which it is observed that the memorialists "deprecate so cruel a kindness as that of teaching the people to rely on opium as a "febrifuge :"

"The memorialists next comment upon the statements contained in the progress and condition reports for 1884–85 and 1887–88 relative to the free grant of licenses in some of the hill tracts, and the supply of opium to the people in the hill tracts of the northern districts of the Presidency at a lower price than elsewhere. The memorialists have not correctly apprehended the policy of Government in this matter. A perusal of the appendix attached to the Board's proceedings, forwarded herewith, will show that this Government has been endeavouring to reduce the consumption of opium in these tracts as much as possible, and that if any leniency was shown in the matter at first, it was only out of deference to the consideration that a sudden change might be productive of more harm than good among a population addicted by long habit to the use of the drug."

26. In the preceding paragraphs we have, following the memorialists, considered chiefly the variations in the numbers of shops for the sale of opium. But, in our opinion, the price at which opium is sold has much more influence on the consumption than the number of shops at which opium can be bought. In all provinces the price at which opium is sold is more than double the cost of production, and in many the price has been considerably increased in the last ten years. It has been mentioned above that the retail price has been doubled in Bombay in the last 14 years. In Assam the wholesale selling price has, between 1880–81 and 1890–91, been raised from Rs. 26 a seer to Rs. 37, and in Burma from Rs. 24 to Rs. 28 and Rs. 32.

27. Having dealt with each province in turn we have now to consider the final remarks contained in paragraphs 16 to 18 of the memorial. In paragraph 16 the society states again its apprehension that there is a serious danger lest the opium habit should spread throughout India, and quotes the example of Japan and certain other countries as proving the practicability of entire prohibition. We have in paragraph 4 expressed our strong conviction that there is absolutely no ground for the society's apprehension in regard to India as a whole, and we trust that our full explanation, province by province, will be accepted as showing conclusively that the memorialists have been misled by the incorrect, exaggerated, and untrustworthy information of their agents in India. We are, as the Resident of Hyderabad has said, always glad to receive suggestions as to the best method of establishing a strict system of control and supervision, but much of the good which might otherwise be effected in this way is neutralised by the rash assumptions, the intemperate language and the superficial methods of investigation adopted by the persons upon whom the society is dependent for its facts and figures. We do not consider it incumbent on us to enter on an elaborate exposition of the fallacy underlying the suggestion that a policy which may be practicable in such places as Japan, the Corea, Java and the Philippine Islands, can therefore be adopted by a stroke of the pen in the enormous continent of India. Where the whole circumstances of the history, geographical position, nationality, and habits of the people are so essentially different, no useful purpose would be served by a purely academic discussion which failed to take into account the primary conditions with which we have to deal in India. The unanimous opinion of our responsible officers is that it is impossible to devise any machinery by which the consumption of opium could be wholly suppressed, even if it were desirable on general grounds to do so, while the attempt to enter upon any such policy of suppression would involve gigantic evils of which the Society for the Suppression of the Opium Trade can have no conception from their experience of the wholly different conditions of life and society in England. We will quote one only from numerous passages in the correspondence before us to illustrate our contention. We select this particular passage because it expresses in temperate language the conclusion at which we have arrived, and because it is the opinion of an officer with unusually varied experience of India, acquired during a long service of 32 years, much of it spent in the three opium-consuming provinces of the Punjab, the Central Provinces, and Assam, before he was appointed to his present office of Resident at Hyderabad. In discussing the suggestion made to us by the society in a separate communication, and practically repeated in paragraph 17 of the present memorial, "that "the Government of India should be directed to use the absolute discretion conferred "on it by the Indian Opium Act of 1878 * * * by the adoption of measures "having for their object to limit the sales of opium to that which is necessary for "medical use," Sir Dennis Fitzpatrick says :—

"He will not go so far as to say that this would be impossible in a territory isolated from opium-producing tracts and in which the use of opium had been previously little, if at all, known; but in the various parts of India in which he had served, the practice of eating or smoking opium has come down from a period anterior to our rule; opium, if not got in one way, can be got in another, and any proposal absolutely to prohibit the

use of it now would, in his opinion, be so completely beyond the range of practical politics as to be scarcely worth discussing.

"There seems to be no doubt that there are, or until the other day have been, places in India where, owing to a want of proper supervision and control, abuses have prevailed like those described in these papers, and which at least strike one with greater horror than any corresponding abuses in countries where people are demoralised by drink, but the Resident would affirm without fear of contradiction that, speaking generally, the evils arising from indulgence in drink in England are vastly greater than those arising from indulgence in opium in those parts of India with which he is acquainted, and yet he presumes no responsible person would think of suggesting that the sale of intoxicating liquor in England, except for medicinal purposes, should be absolutely prohibited by law.

"That persons are found to suggest such a prohibition in regard to opium in the most general terms for the whole of British India is, he suspects, due, apart from the appalling but remediable abuses now brought to light in particular places, to two causes, viz., first, that while the drinking of alchohol seems to those persons the most natural thing in the world, the eating or smoking of opium, even in moderation, presents itself to them as a strange, wild, and unnatural sort of indulgence, deserving of no consideration whatsoever; and secondly, that they imagine that the Government of India as a despotic Government can do anything not naturally impossible. Hence they feel no hesitation in recommending the universal prohibition of the sale of opium except for medicinal purposes, and they suppose that such a measure could be easily carried out by the exercise of the 'absolute discretion' conferred by the Indian Opium Act.

"Now, upon this it may be observed, to begin with, that, though the Indian Opium Act of 1878, like some other Acts passed about the same time, confers upon the executive authorities a latitude of discretion which from a constitutional point of view Sir Dennis Fitzpatrick has always regarded as excessive, it will nevertheless be perfectly clear to any one who studies that Act, and bears in mind the state of things under which it was passed, that it was never intended to confer upon the executive authorities power to do anything of the sort now proposed, and that to attempt to do under it anything of that sort would be a very gross abuse of the powers which it confers.

"Further, supposing this difficulty to be got over, the question would remain whether it would be justifiable or expedient to take such action, and the Resident is decidedly of opinion that it would not. In the first place he is of opinion, though doubtless some persons will differ from him on this point, that it would involve an interference with individual liberty far in excess of what is justified by the nature and extent of the evils which necessarily result from the use of opium, that is to say, of the evils which do not admit of being checked by a stricter system of supervision and control; and in the second place, supposing considerations of this sort, which even the most despotic Government cannot venture to disregard, could be set aside, he is convinced that such a measure would be practically unworkable, and would lead to vastly more mischief than it would succeed in preventing.

"Every one who has had experience of the working of the opium law knows that opium, owing to its extremely small bulk and the facility with which it can be stowed away, presents facilities for smuggling and clandestine sale immensely surpassing those presented by any other commodity in ordinary use.

"As it is, our officers are driven to their wits' ends to suppress the limited and not very highly organised system of illicit traffic which has been evoked by our severe duties on opium, and, if we were to make it impossible for those addicted to the use of opium to get anything but contraband opium, a system of illicit traffic would inevitably be started on such a scale and with such an organisation that we should be utterly powerless to cope with it. Speaking generally, 10 grains would be an ordinary daily allowance to an opium eater, 20 grains would be a very full daily allowance. A seer of opium contains 1,440 times ten grains and would be quite a stock in trade, and yet it is a very small thing, for opium is a heavy substance. Let any one picture to himself the difficulty of detecting the smuggling and surreptitious sale over an immense extent of territory, and for the supply of many millions of consumers, of such a commodity, and let any one who knows this country picture to himself what the attempt to suppress it here would mean. The imagination, at least the imagination of an ordinary practical man, refuses to conceive the establishments that would be required for such a purpose, and to any one who knows the class of persons who would have to be employed for such a purpose here, the prospect of oppression, corruption, and extortion which the suggestion opens out is truly appalling. No doubt, if we covered the whole face of the country with a network of preventive establishments and resorted to an extreme of

severity whenever we got a conviction, we should succeed in diminishing to some material extent the consumption of opium, but the advantage thus gained would be as nothing compared with the evils to be set against it."

28. We give this quotation *in extenso* subject to an explanation that the appalling abuses of which the Resident speaks refer to the descriptions of opium dens contained in the papers referred to in the memorial, and not to scenes which have come under Sir Dennis Fitzpatrick's personal observation in Berar or any other part of India. We have already explained that these descriptions are much overdrawn, but the argument against the total prohibition of opium is made all the stronger by the fact that the Resident has arrived at his conclusion even on the assumption that the existing evils are as great as has been alleged. We have only to add that the Resident has omitted to notice one very important difficulty which would arise in attempting to enforce the measure suggested by the society. We allude to the risk of serious disaffection which might arise in many provinces if the people were suddenly deprived of what they have for generations been accustomed to regard as a legitimate and harmless luxury. This difficulty would be most seriously felt in the Punjab, from which province the main element of the strength of our Native army is derived and where the Sikh population is specially addicted to the use of opium.

29. We have reserved to the end the consideration of the final request made in paragraph 18 of the memorial for the closure of shops for the consumption of opium on the premises. This is a question which has engaged our attention for some time, and we took the opportunity of your Lordship's reference to put the question definitely before Local Governments. The replies are not generally in favour of universal closure, but we have again carefully considered the point with special reference to the action which has been already taken in the Punjab and in the Central Provinces. In the former, shops in which opium may be smoked on the premises have been gradually abolished between the years 1885 and 1890, and in the latter consumption of drugs in any form upon the premises of shops has been prohibited from the 1st April 1891. The question is a difficult one to decide, and we fully recognise the force of the arguments which are stated by, among others, the Governments of Bengal and Madras, in favour of retention of a small number of smoking shops under strict supervision. We are aware that there is a risk that the abolition of these shops may in some places do more harm than good by substituting opium smoking in private for opium smoking at a licensed shop, and that the immediate and direct result of closure may not be in the interest either of the classes addicted to the practice or of the general public. Nevertheless we have decided that the policy initiated in the Punjab is on the whole the right one to follow, or at least that it should be given a trial on a large scale, and your Lordship will observe from our Resolution* No. 4033, dated the 25th September 1891, that we have now directed all Local Governments to take steps for the earliest possible introduction of that policy wherever it can be safely adopted without risk of serious disorder. In the resolution we have not limited our instructions to shops licensed for the smoking of opium, but have requested that in future licenses the consumption of opium in any form upon the premises of shops may be prohibited. We shall watch the results of the experiment closely, and we are not without hope that the measure we have now directed to be taken may, on the whole, be productive of good.

* Enclosure No. 16.

We have the honour to be,
My Lord,
Your Lordship's most obedient, humble Servants,
(Signed) LANSDOWNE.
F. S. ROBERTS.
P. P. HUTCHINS.
D. BARBOUR.
A. E. MILLER.
H. BRACKENBURY.
R. C. B. PEMBERTON.

STATEMENT A.

NUMBER OF SHOPS IN BRITISH INDIA SELLING OPIUM AND OTHER INTOXICATING DRUGS.

STATEMENT A.—Number of Shops in British India

1.	2.	3.	4.	5	6.	7.	8.	9.	10.	11.	12.	13.
	Punjab.				North-Western Provinces and Oudh.				Central Provinces.			
Year.	Opium and its Preparations.		Other Drugs.	Total Shops.	Opium and its Preparations.		Other Drugs.	Total Shops.	Opium and its Preparations.		Other Drugs.	Total Shops.
	Opium.	Madak and Chandu.			Opium.	Madak and Chandu.			Opium.	Madak and Chandu.		
1880–81	1,166	Madak and chandu shops were not shown separately in earlier years, and were finally abolished in the Punjab from 1st April 1890.	945	2,111	677	315	4,284	5,276	1,409	467	1,288	3,164
1881–82	1,114		945	2,059	683	341	4,300	5,324	1,315	418	1,014	2,747
1882–83	1,122		959	2,081	707	371	4,799	5,877	1,104	360	846	2,310
1883–84	1,177		980	2,157	779	324	4,897	6,000	1,021	321	891	2,233
1884–85	1,136		984	2,120	808	248	4,786	5,842	915	288	960	2,163
1885–86	1,131		989	2,120	798	112	3,757	4,667	946	290	996	2,232
1886–87	1,185		1,135	2,320	1,012	74	3,857	4,943	957	280	1,066	2,303
1887–88	1,717		1,783	3,500	1,027	57	3,878	4,962	944	285	1,070	2,299
1888–89	1,849		1,790	3,639	1,128	54	3,894	5,076	1,004	291	1,121	2,416
1889–90	1,888		1,824	3,712	1,159	48	3,929	5,136	1,031	292	1,118	2,441

selling OPIUM and other INTOXICATING DRUGS.

14.	15.	16.	17.	18.	19.	20.	21.	22.	23.	24.	25.	26.	27.
BENGAL.				ASSAM.				BURMA.		MADRAS.			
Opium and its Preparations.		Other Drugs.	Total Shops.	Opium and its Preparations.		Other Drugs.	Total Shops.	Lower.	Upper.	Opium and its Preparations.		Other Drugs.	Total Shops.
Opium.	Madak and Chandu.			Opium.	Madak and Chandu.			Opium only.	Opium only.	Opium.	Madak and Chandu.		
2,794	508	3,837	7,139	1,397	—	282	1,679	68	—	1,041	167		1,208
2,375	512	3,903	6,790	1,404	—	286	1,690	28	—	878	143		1,021
2,322	522	3,650	6,494	1,373	—	294	1,667	18	—	946	145		1,091
2,302	535	3,670	6,507	1,318	37	319	1,674	18	—	986	121		1,107
2,218	518	3,548	6,284	1,283	37	314	1,634	18	—	982	107		1,089
2,127	491	3,382	6,000	1,250	38	318	1,606	17	—	960	102		1,062
2,032	488	3,394	5,914	1,175	41	322	1,538	17	—	1,045	118		1,163
1,926	458	3,282	5,666	1,067	40	327	1,434	15	—	1,157	Madak and chandu shops included under opium from 1887–88.	Provisions of Abkari Act extended to the sale of drugs prepared from hemp from 1889–90.	1,157
1,911	454	3,260	5,625	989	39	328	1,356	16	12	1,172			1,172
1,831	435	3,130	5,396	990	39	327	1,356	20	16	1,052		284	1,336

STATEMENT A.—Number of Shops in British India

YEAR.	28.	29.	30.	31.	32.	33.	34.	35.	36.	37.
	COORG.				AJMERE-MERWARA.				BOMBAY	
	Opium and its Preparations.		Other Drugs.	Total Shops.	Opium and its Preparations.		Other Drugs.	Total Shops.	Opium and its Preparations.	
	Opium.	Madak and Chandu.			Opium.	Madak nd Chandu.			Opium.	Madak and Chandu.
1880–81	2		2	4	2	—	18	20	1,033	67
1881–82	3		3	6	6	—	13	19	1,013	70
1882–83	3		3	6	6	—	13	19	1,056	78
1883–84	3		6	9	13	—	13	26	1,068	100
1884–85	3		6	9	14	—	16	30	1,069	110
1885–86	3		6	9	9	5	16	30	1,112	111
1886–87	3		6	9	9	5	16	30	1,121	129
1887–88	3		6	9	10	5	23	38	1,139	132
1888–89	3		6	9	10	5	23	38	1,175	131
1889–90	3			9	10	5	23	38	1,164	117

Madak and chandu shops not shown separately from opium shops.

selling Opium and other Intoxicating Drugs—*continued.*

38.	39.	40.	41.	42.	43.	44.	45.	46.	47.	48.
AND SIND.		Total Shops in British India.					Number of Licenses or Shops excluded from the Figures in Columns 2 to 43.			
		Opium and its Preparations.					Licenses for Sale of Drugs for Medicinal Purposes.			Hyderabad Assigned Districts (not part of British India).
							Bengal.		Madras.	
Other Drugs.	Total Shops.	Opium.	Madak and Chandu.	Other Drugs.	Total Shops.	Remarks.	Poppy-heads.	Druggist's permits.	Poppy-heads.	All Drugs (Opium and other Drugs not distinguished).
1,2 6	2,396	9,589	1,524	11,952	23,065	The total number of shops selling drugs by columns 2 to 43 is exaggerated in some provinces, as the same shops sell both opium and other drugs. Detailed figures are not available, but as an instance it is stated that out of 1,824 shops shown in column 4 as selling other drugs in the Punjab in 1889–90, 1,553 shops also sell opium and are included in column 2.	6	No druggist's permit granted before 1887.	30	550
1,320	2,403	8,819	1,484	11,784	22,087		6		5	555
1,274	2,408	8,657	1,476	11,838	21,971		5		7	579
1,264	2,432	8,685	1,438	12,040	22,163		6		10	586
1,292	2,471	8,446	1,308	11,906	21,660		7		18	585
1,290	2,513	8,353	1,149	10,754	20,256		5		11	594
1,306	2,556	8,556	1,135	11,102	20,793		8		12	601
1,295	2,566	9,005	977	11,664	21,646		9	384	14	603
1,309	2,615	9,269	974	11,731	21,974		10	453	19	604
1,290	2,571	9,164	936	11,931	22,031		41	1,522	21	587

B.

STATEMENT showing CONSUMPTION of OPIUM and its PREPARATIONS in BRITISH INDIA for 10 Years ending 1889-90.

1.	2.	3.	4.	5.	6.	7.	8.	9.	10.	11.	12.	13.	14.	15.	16.	17.	18.	19.
Year.	Seers of Opium retailed, including Chandu and Madak.															Total British India.	Hyderabad Assigned Districts.	Remarks.
	Punjab.	North-Western Provinces and Oudh.	Central Provinces (including Sales of confiscated Opium).	Bengal.	Assam.	Burma.			Madras.	Coorg.	Ajmere-Merwara.	Bombay Presidency.						
						Lower.	Upper.	Total.				Bombay.	Sind.	Aden.	Total.			
1880–81	a95,001	61,451	27,050	70,544	67,433	54,265	—	54,265	26,971			37,749	4,240	129	42,118	444,833	14,870	
1881–82	47,692	58,660	26,280	68,935	63,317	41,857	—	41,857	49,760			38,183	4,937	132	43,252	399,753	17,690	
1882–83	47,245	61,145	25,506	72,082	69,531	41,349	—	41,349	38,591			47,413	5,902	119	53,434	408,883	20,065	
1883–84	45,826	59,847	25,636	76,738	56,169	43,291	—	43,291	38,289	No figures available.	No figures available.	52,930	5,790	114	58,834	404,630	18,612	
1884–85	47,638	58,959	25,134	75,041	59,290	41,993	—	41,993	37,302			57,399	6,537	97	64,033	409,390	16,064	
1885–86	46,273	59,899	25,111	73,668	57,856	38,710	—	38,710	31,403			64,768	7,817	112	72,697	405,617	16,170	
1886–87	47,444	60,404	24,519	75,517	57,876	45,983	—	45,983	34,089			67,238	7,979	111	75,328	421,160	18,463	
1887–88	44,113	59,336	23,596	77,580	56,672	48,226	—	48,226	33,412			63,238	7,924	101	71,263	414,198	18,575	
1888–89	47,845	66,211	24,786	77,017	56,458	51,139	b410	51,549	33,521			65,654	8,493	108	74,255	431,642	18,600	
1889–90	57,415	68,151	25,411	76,222	59,785	53,348	b746	54,094	33,612			70,863	9,465	96	80,424	455,114	20,621	

a The figure is believed to include a large weight of poppy-heads.
b These are the amounts issued from the Treasuries in Upper Burma. In addition the following amounts are shown in the returns as imported from beyond the Frontier :—

In 1888–89	-	-	-	19,330 seers.
„ 1889–90	-	-	-	5,509 „
„ 1890–91	-	-	-	1,094 „

No. 1.—From J. F. FINLAY, Esq., Deputy Secretary to the Government of India, Finance and Commerce Department, to ALL LOCAL GOVERNMENTS AND ADMINISTRATIONS. No. 4938, dated 18th October 1890.

I am directed to forward copies of a letter from the Chairman of the Society for the Suppression of the Opium Trade, enclosing copy of the resolutions adopted by that Society on the 3rd June 1890, and of a memorial addressed to Her Majesty's Secretary of State by the same Society, together with a reprint of the passages to which references are made in the appendix to the memorial.

2. I am directed to request that you will submit, for the consideration of the Government of India, any remarks which His Excellency the Governor in Council / His Honour the Lieutenant-Governor / you may desire to make on these papers. The general questions raised in the memorial should be discussed so far as they affect the , and the suggestion made in paragraph 18 of the memorial regarding the grant of licenses for the retail sale of opium to be consumed on the premises should be specially considered. Your reply should also notice any particular statements regarding the contained either in the memorial or in the extracts referred to in the appendix.

No. 2.—From Captain L. S. NEWMARCH, Secretary to the Chief Commissioner of Coorg, to the SECRETARY to the GOVERNMENT of INDIA, Department of Finance and Commerce. No. 1955—218–90–E I., dated 18th December 1890.

I am directed to reply to your No. 4938 of the 18th October last forwarding for report a memorial and connected papers submitted to the Secretary of State by the Society for the Suppression of the Opium Trade.

2. The enclosed letter from the Commissioner of Coorg is his report on the subject.

3. The questions raised do not affect Coorg much; and, as the orders already passed by the Chief Commissioner, together with any general information that may be required, will be found in the several annual reports on the excise administration of the district, Sir Oliver St. John has no special remarks to offer here. He sees no reason, however, for treating opium shops differently from beer or spirit shops.

From Colonel T. G. CLARKE, Commissioner of Coorg, to the SECRETARY to the Chief Commissioner of Coorg. No. $\frac{604}{353}$, dated 29th November 1890.

I have the honour to acknowledge the receipt of your endorsement No. 1713–218 of 3rd instant, giving cover to copy of letter from the Government of India, Finance and Commerce Department, No. 4938, dated 18th October last, and calling for my report thereon; and to submit the following remarks regarding the sale of opium and ganja in Coorg.

2. The exclusive right of sale of opium and ganja, including madat and majim, is leased for periods of three years at a time ordinarily to the highest bidder. Opium is supplied to the contractor by Government, being procured on requisition from the Malwa Opium Agency, and is sold to the contractor at the fixed rate of Rs. 1,500 per chest of 140 lbs. 4 oz. The difference between this rate and the actual cost of the drug is a profit to the State, and amounted in the last official year to Rs. 1,209.8.0.

3. The right to the sale of opium and of ganja is put up to public competition separately, but hitherto the monopoly in respect to both has been held by one contractor.

4. In 1880–81 there were two shops in all in Coorg for the sale both of opium and ganja. In 1881–82 the number was increased to three, a shop being opened at each of the towns of Mercara, Virajendrapett, and Fraserpett. Since 1883–84, when the opium and ganja contracts were separately leased, six additional shops have been opened for the sale of ganja, &c., Gonikopal, Somvarpett, and Shanivarasante being the other towns where shops have been opened. There are thus nine shops for the sale of both opium and ganja as compared with two in 1880–81.

5. The revenue to Government from these sources has considerably increased during the same period. In 1880–81 the revenue amounted to Rs. 1,200; in 1882–83, to

Rs. 1,925; in 1883–84, to Rs. 2,733. During the subsequent five years, it fluctuated from Rs. 760 to Rs. 2,745, and in 1889–90 it rose to Rs. 3,459.8.0.

6. There can be no question therefore that the consumption of these drugs is on the increase. The classes who indulge in them are not the Coorgs, but principally Mahomedans and others of the lower classes, usually strangers from the neighbouring districts.

7. The district magistrate whom I have consulted considers that "the use of opium and "ganja does not exhibit any abnormal signs of increase, alcoholic drinks, the consump- "tion of which is increasing, being a counter-attraction," but he is in favour of reducing the number of opium and ganja shops, as "the evil effects of the indulgence in these "drugs are perceptible in the large towns."

8. The proposal made in the memorial to the Secretary of State to put a stop to the retail sale of opium in the shops is, it seems to me, well deserving of consideration. These shops are the resort of the most worthless and depraved characters in every town, and such gatherings might well be interdicted by law.

9. In regard to ganja shops, where madat and other deleterious substances are consumed, they should, I consider, be entirely disallowed.

10. The existing contracts will expire at the end of March 1892, and there is ample time therefore for the introduction of any restrictive measures which may be contemplated by Government.

No. 3.—From F. C. ANDERSON, Esq., Officiating Secretary to the Chief Commissioner, Central Provinces, to the SECRETARY to the GOVERNMENT of INDIA, Finance and Commerce Department. No. 601—820 B., dated 27th January 1891.

I am directed to acknowledge the receipt of Mr. Finlay's letter, No. 4938, dated the 18th October 1890, forwarding, for the Chief Commissioner's remarks, copies of a letter from the Chairman of the Society for the Suppression of the Opium Trade, together with a copy of the resolutions adopted by that Society on the 3rd June 1890, also of a memorial addressed to Her Majesty's Secretary of State by the same Society, and a reprint of the passages to which references are made in the appendix to the memorial.

2. In reply I am to forward herewith a copy of a letter from the Commissioner of Excise, Central Provinces, No. 2750, dated the 22nd December last, with a copy of its enclosures, and to invite the special attention of the Government of India to the orders contained in this Administration's letter, No. 5106—500, dated the 14th August 1890, to the address of the Commissioner of Excise (a copy of which forms one of the above enclosures).

3. I am to say that the Officiating Chief Commissioner agrees with the Commissioner of Excise in his remarks about distinguishing opium-eating from opium-smoking, and the greater importance of discouraging the latter in every legitimate manner.

From the COMMISSIONER of EXCISE, Central Provinces, to the SECRETARY, CHIEF COMMISSIONER, Central Provinces, No. 2750, dated 22nd December 1890.

I have the honour to reply as follows to your endorsement, No. 7065—696, dated 7th ultimo, in which I am requested to submit any remarks which I may have to offer on the memorial and resolutions of the Society for the Suppression of the Opium Trade, forwarded with Government of India letter, No. 4938, dated 18th October 1890 (Finance and Commerce Department), to the address of the Chief Commissioner, Central Provinces.

2. The points to which the Society invites the attention of the Government of India and the action which it wishes to be taken on these points are apparently as follows:—

The Society is of opinion that the consumption of opium, except for medical use, is pernicious, and on this account deplores the spread in India of the consumption of opium as a vice. That consumption is so spreading, it considers to be "an established fact." In order to check this spread of consumption the Society thinks that the sale of opium, except for medical use, should be entirely prohibited. Further, while admitting that

the avowed policy of the Government of India is "to obtain a maximum of duty with a minimum of consumption;" it thinks that in some cases more stress has been placed by local officers on the former than on the latter clause of this dictum, and, with especial reference to these provinces, it is pointed out in the memorial that in 1888–89 the number of opium shops was apparently 66 in excess of the number established in the previous year, while the number of shops licensed for the sale of ganja and other drugs has been steadily rising from 959 in 1882–83 to 1,121 in 1889.

Finally, the Society particularly requests that steps may be at once taken to close all opium dens or shops for the retail sale of opium to be consumed on the premises.

3. With the general question as to whether or not the consumption of opium otherwise than as a medicine is pernicious, I do not think it expedient to deal. The question is obviously a purely physiological one and must be decided by medical men who have sufficient experience of the facts, and a sufficiently detailed knowledge of the people of this country to enable them to say how far and under what circumstances the drug is a necessity to them. What, however, Government has to deal with is the fact that there is among a considerable proportion of the population of this country a marked and almost imperative demand for the drug, and that this demand will (owing to the facility with which the drug can be smuggled), if it is not met by sale under Government supervision of a pure but comparatively high-priced article, be satisfied by illicit means and by opium of worse quality obtained at cheaper rates. The eating of opium (as distinguished from smoking it) in moderate quantities, though generally held in disrepute and regarded as a vice by those who do not indulge in it, is not considered to be always harmful. Indeed, the current belief is that in certain localities and for certain ages and constitutions its use may be actually beneficial and conducive to health and longevity. Under these circumstances I venture to think that it would be a useless task for the Government of this country to attempt to suppress altogether the use of the drug. All that it can properly do and does do is to secure the supply of a good article, and by suitable arrangements to make the retail price of this article as high as is compatible with the prevention of smuggling. Every effort should, no doubt, also be made to put a stop to the smoking of opium in all its forms, practices which are universally condemned as degrading and pernicious by all native opinion with which I have come in contact.

4. I proceed to show briefly that in these provinces everything that is practicable has been done to effect these ends.

The Government opium which is sold from the Treasury is issued to dealers at the price of Rs. 22 per seer as compared with the cost price as supplied from the factory of Rs. 7.4 per seer. Further, the monopolies of retail sale are auctioned each year to the highest bidder, a procedure which raises the price of shops very considerably and which forces each retail vendor to sell to purchasers at very high rates. These rates vary in various parts of the province from Rs. 35 to Rs. 40 and even Rs. 50 per seer.

5. Apart from this, shops for the sale of opium are only licensed at the larger villages and bazars where there is an actual and permanent demand for the drug. Thus, out of a total number of 45,854 villages in the Central Provinces, opium shops are only licensed in 1,228, while the average population per opium shop is nearly 10,000, according to the census of 1881 and is probably now considerably greater.

6. Finally, I may note that of the two preparations of opium, chandu, and madak, which are used for smoking purposes, licenses for chandu have never been granted in these provinces, while with regard to madak it has recently been decided, after careful and detailed inquiry, to close all opium-smoking dens in the province with effect from the 1st April next, and to prohibit entirely the consumption on the premises of licensed vendors of drugs of any kind. The circular which was issued in September last on this subject is appended to this letter (*vide* Appendix A.).

7. I come now to deal with the alleged increase in opium and ganja shops in these provinces during 1888–89 and since 1882–83 respectively. As regards opium shops, it will be noticed (*vide* Appendix B.) that there was a steady decrease in their number from 1880–81 (1,856) to 1887–88 (1,229). This decrease would have continued in 1888–89 had it not been for the issue of instructions directing that shops previously allowed in weekly bazars, and for which in former years temporary licenses had been granted, were in future to be regarded as permanent shops, and included as such in the statements. The apparent increase in the number of shops was, therefore, purely nominal. The shops which were apparently added were in existence in previous years also, but had not been classed as permanent shops. I append a copy of the circular letter on this subject, which shows how this change was made (*vide* Appendix C.).

8. The causes which led to the increase in the number of ganja shops from 1882–83 onwards may be briefly epitomised as follows:—The figures are given in the margin for facility of reference.

Year.	According to Reports.	As given by Society for the Suppression of the Opium Trade.
1882-83	846	959
1883-84	891	989
1884-85	960	984
1885-86	996	975
1886-87	1,066	1,045
1887-88	1,070	1,070
1888-89	1,121	1,121

1883–84.—The increase was entirely due to the opening of a number of new shops in the Sambalpur district. This district is surrounded on nearly all sides by feudatory States from which at that time untaxed ganja was freely imported. It was impossible to check this traffic without giving further facilities for the purchase by the ganja-consuming public of the taxed Government drug. Hence the addition to the number of shops. In several other districts, *i.e.*, Mandla (4), Betul (6), Hoshangabad (4), Narsingpur (7), Bilaspur (14), the number shops licensed as compared with 1882–83 actually decreased in this year.

1884–85.—The increase in this year is said to have been due to the shops in the Nagpur district having for the first time been sold for the whole year instead of month by month as had previously been the case. There was apparently little or no increase in the actual number of shops in existence (*vide* paragraph 47 of the Central Provinces Excise Report for 1884–85). The explanation given in the report is not very clear, but I am unable to ascertain anything further with regard to it.

1885–86.—The increase occurred chiefly in Chanda (16), Mandla (10), and Betul (15), and was due to the fact already referred to that it was found to be impracticable to displace the smuggled and cheaper article which was being illicitly imported from Berar and the Central India Feudatory States, without opening more shops for the purchase by consumers of the local drug.

The increase in 1886–87 and 1887–88 was due to similar causes. It was chiefly confined to the Chhattisgarh division where the habit of smoking ganja is very general, and where, owing to the numerous feudatory states by which the Khalsa area is surrounded, smuggling is extremely easy. The only effectual method of checking this illicit traffic is to provide sufficient facilities for the sale of the Khalsa drug, and, when this has been done, to punish with adequate severity all detected smugglers.

The methods which have been adopted have so far proved successful. The consumption of the taxed drug has increased, while smuggling is far less frequent than it formerly was.

The apparent increase in shops in 1888–89 was due to the same causes as have been already referred to in connexion with opium shops, *i.e.*, to the inclusion in the statements of certain shops which had been previously regarded as temporary.

9. The present number of ganja shops appears to be adequate for the existing conditions of the province. I do not think that any further increase will be necessary, and every endeavour will be made to abolish all shops which do not meet a permanent and regular demand.

10. In conclusion, I would point out that the figures showing the number of opium and ganja shops in the Central Provinces, which are given in the printed papers forwarded with your letter, do not, in several cases, agree with those in the Annual Excise Reports. The latter figures are given in Appendix B. for facility of reference.

Appendix A.

From H. H. Priest, Esq., Officiating Commissioner of Excise, Central Provinces, to all Deputy Commissioners, Central Provinces. Circular No. 4, dated 5th September 1890.

In forwarding, for your information and guidance, copy of a letter from the Secretary to the Chief Commissioner containing the Chief Commissioner's orders regarding the proposal to close madak shops and prohibit the manufacture of madak, I have the honour to inform you that the instructions contained in that letter should have effect given to them from the 1st April 1891. From that date the consumption of opium, madak, ganja, foreign bhang, or majum on the premises of the licensed vendors of these drugs will be entirely prohibited, and a condition to this effect will be inserted in all leases granted to such vendors. These orders should be promptly made known to all who are interested in the sale of drugs. When they come into force special care will have to be taken to prevent the illicit manufacture of madak; and for this end a watch must be

maintained by both the police and Excise officers upon all habitual assemblages of madak smokers; and the sources of supply should be quietly ascertained in all such cases. Attention is also invited to the instructions contained in paragraphs 3 and 4 of the Secretariat letter, which should be very carefully complied with. From my own experience, I incline to think that it is possible to reduce considerably the number of madak shops in these provinces, and Deputy Commissioners should carefully consider this point when submitting their annual proposals regarding the Excise arrangements of their several districts in November next.

From L. K. LAURIE, Esq., Officiating Secretary to the Chief Commissioner, Central Provinces, to the COMMISSIONER OF EXCISE, Central Provinces. No. 5106—500, dated 14th August 1890.

I am directed to acknowledge receipt of your letter No. 1767, dated the 8th instant, submitting the replies received by you from Commissioners and Deputy Commissioners on the subject of your proposal to close madak shops and prohibit the manufacture of madak.

2. I am to say that after carefully considering the various arguments adduced, the Chief Commissioner is of opinion that, while there is much to be said in favour of the entire prohibition of the manufacture of madak, it is inadvisable, in view of the opinions expressed on the other side, to go as far as this at present. He thinks that the step which the facts and papers before him render justifiable and expedient, is to put a stop to the practice of allowing vendors of intoxicating drugs to maintain "taverns" for the consumption not only of madak, but of opium and ganja and all their preparations. It should be a condition of all retail licenses hereafter granted for the sale of intoxicating drugs of any kind that the drug is not to be consumed on the premises. Persons who cannot do without their regular dose of a narcotic must carry home from the shop what they require and smoke, or swallow it in private. Gregariousness in habits of vice must no longer be encouraged by Government.

3. As a rule, I am to add, the opium and madak contracts should, in future, be sold together. The opium vendor should be also the madak vendor, and if he declines in any instance to combine the sale of the preparation with the sale of the drug from which it is prepared, the madak shop should be closed.

4. Finally, no new licenses to manufacture and sell madak should be given in places where there are no madak shops at present, even though there may be an opium shop. As an ordinary rule, madak licenses should be granted only at large centres of population, where there is a considerable and permanent demand for the preparation.

APPENDIX B.

STATEMENT showing the number of Opium Shops in the Central Provinces in each of the Years 1880–81 to 1888–89.

Year.	According to Reports.	As given by Society for the Suppression of the Opium Trade.
1880–81	1,876	1,856
1881–82	1,733	1,733
1882–83	1,464	1,481
1883–84	1,342	1,515
1884–85	1,203	1,453
1885–86	1,236	1,236
1886–87	1,237	1,237
1887–88	1,229	1,229
1888–89	1,295	1,295

STATEMENT showing the number of Ganja Shops* in the Central Provinces in each of the Years 1880–81 to 1888–89.

Year.	According to Reports.	As given by Society for the Suppression of the Opium Trade.
1880–81	1,288	1,288
1881–82	1,014	1,014
1882–83	846	959
1883–84	891	980
1884–85	960	984
1885–86	996	975
1886–87	1,066	1,045
1887–88	1,070	1,070
1888–89	1,121	1,121

* Includes licenses for sale of foreign bhang and majum.

APPENDIX C.

From L. K. LAURIE, Esq., Officiating Commissioner of Excise, Central Provinces, to all DEPUTY COMMISSIONERS, Central Provinces. Circular No. 2981, dated 7th December 1881.

It has been brought to my notice by the Deputy Commissioner of Wardha that the rules contained in the Excise Manual as to temporary licenses are sometimes misunderstood or misapplied. Under cover of a temporary license granted for a weekly bazar, the licensee keeps his retail shop open daily (and not merely on bazar days) in the villages in which the weekly bazar is held. If it pays him to do this it is obvious that he ought to pay a separate license fee for the (so-called) "temporary" shop as though it were a permanent shop; or if a permanent shop is not really required, he should not be allowed to keep the shop open on other days than bazar days.

2. The difficulty is that it is not always possible to maintain such a watch as to make sure that licensee of a "temporary" shop sells only on bazar days. It seems to me that villages at which there is a weekly bazar should be distinguished from places at which bazars are held at rare intervals; say once or twice a year. Shops at the former places should be regarded as permanent and licensed as such whenever it is probable that it will pay the licensee to keep his agent permanently in the villages (even though the sales on days other than bazar days may be small) than to send the latter and his stock in trade out every week to the bazar site There will be nothing harsh or revolutionary in this measure, for the bids for these permanent shops which depend mainly for their profits on weekly bazars will take full account of the sale prospects. Temporary licenses for bazar shops should only be granted when the bazar is held in a place the resident population of which is insignificantly small, or which is at such a short distance from the nearest permanent shop that the licensee of the latter can be under no temptation to maintain a permanent branch shop under cover of the temporary license.

3. The foregoing remarks apply to opium shops and ganja shops (paragraphs 38 and 49 of the manual) as well as to liquor shops (paragraph 28½). If they meet with acceptance from you, they may be given practical effect to at the approaching auctions.

No. 4.—From F. C. DAUKES, Esq., Secretary to the Chief Commissioner of Assam, to the SECRETARY to the GOVERNMENT of INDIA, Finance and Commerce Department. No. 466 R., dated 31st January 1891.

I am directed to acknowledge the receipt of your letter, No. 4938, dated the 18th October 1890, forwarding copies of a communication from the Chairman of the Society for the Suppression of the Opium Trade, with copy of the resolutions adopted by that Society on the 3rd June 1890, and of a memorial addressed to Her Majesty's Secretary of State by the same Society, together with a reprint of the passages to which references are made in the appendix to the memorial.

2. In reply, I am to forward the accompanying copies of letters from the Commissioner of Excise, Assam, and the Commissioner of the Assam Valley Districts, which, in the Chief Commissioner's opinion, furnish conclusive answers to the memorialists so far as opium and opium dens are concerned. The latter, however numerous in large Indian cities, are unsuited to the habits and ways of living of a sparse agricultural population such as that of Assam, and are not found in this province.

3. In regard to licenses for the sale of narcotic drugs, I am to point out that while it is true, as stated in paragraph 6 of the memorial, that the number of shops for the sale of narcotic drugs rose between the years 1879–80 and 1888–89, yet the numbers for the past four years have been almost constant (*vide* table under paragraph 51, page 21, of the Excise Administration Report of Assam for 1889–90), and that, as shown in table No. I., appended to Mr. Driberg's note, now forwarded, the number of such shops was reduced to 279 for the year 1890–91. At the same time the duty on choor ganja was raised from Rs. 6–8 to Rs. 7 per seer from 1st of April 1890.

4. In conclusion, I am to say that the Chief Commissioner bases no argument on the increase of population which the forthcoming census is expected to show, until he has before him the actual figures by which it can be supported.

From J. J. S. Driberg, Esq., Commissioner of Excise, Assam, to the Secretary to the Chief Commissioner of Assam. No. 1 T., dated 2nd December 1890.

With reference to your letter, No. 3590 R., of the 12th November 1890, I have the honour to submit herewith a note in reply to the Government of India's letter, No. 4938, of the 18th October 1890, forwarding a memorial from the Society for the Suppression of the Opium Trade.

Note on the Memorial of the Society for the Suppression of the Opium Trade, presented to the Secretary of State on the 13th July 1890, copy received with Government of India's letter No. 4938 (Finance and Commerce), dated the 18th October 1890.

The question relating to the consumption of opium and other drugs in this province has been discussed more than once with reference to similar memorials made to the Secretary of State and the Government of India. I can recollect that I have twice at least reported, and only within the last few years I gave the Commissioner of Assam a note on the subject.

2. For readier reference I enclose two statements, No I. showing the number of shops licensed in each year, since the formation of this Chief Commissionership, for the sale of opium and other drugs, and showing also the total consumption of the drugs; and No. II., a similar statement of the number of places in which madak and chandu are sold, and the quantity of opium converted into these admixtures of opium. In Statement No. I. I have given the duty on opium year by year up to date.

3. It seems to me that these statements are in themselves a complete refutation of the charge, so far as this province is concerned, that Government encourages the use of these drugs by increasing the number of shops, or in other ways attracting people to their use. It will be seen that in 1874–75, when Assam was formed into a separate Chief Commissionership, we had 447 ganja shops, 58 places of vend for madak and chandu, and 3,977 opium shops; in the present year, 1890–91, we have 279 ganja shops, 33 places where madak and chandu are sold, and 934 opium shops. Surely this is evidence that we have striven to keep our shops at the lowest number actually required by the people, and it is hoped to further reduce the madak and chandu shops. In his resolution on the Provincial Excise Report of the past year the Chief Commissioner wrote as follows regarding these shops:—"These shops must be kept down to "the smallest number consistent with the absence of inducements to smuggle, and "must be still further reduced as opportunity offers."

4. I would also point to the duty on opium. In 1874–75 it was Rs. 23 a seer; in 1876–77 it was raised to Rs. 24, in 1879–80 to Rs. 26, in 1883–84 to Rs. 32, and since the 1st of April 1890 it has been raised to Rs. 37. Surely this, taken with the reduction—a very large reduction—in the number of opium shops is proof of the desire of Government to obtain a minimum of consumption with a maximum of duty, or, in other words, to make the drug as expensive as possible to the consumers and not to place

facilities of obtaining it in their way. These remarks apply equally to ganja. The duty been steadily raised and the shops reduced.

5. In paragraph 18 of the memorial a suggestion is made that all opium dens or shops for the retail sale of opium to be consumed on the premises should be closed. Now I can positively state that there are no "opium dens" in this province, such as have been described by Mr. Caine and other gentlemen; none of our opium eaters in the province sit in the opium shops and consume the opium. All our opium sellers carry on other business besides the sale of opium; nearly every opium vendor in the province sells also rice, dal, cloths, and other articles. A purchaser of opium may or may not consume the opium on the premises; the generality of them carry it home. Opium is not smoked in Assam as a rule, it is swallowed in its crude state in the form of a pill, or it is diluted with water and drunk; now a man when he wants opium buys $\frac{1}{8}$ of a tola, or $\frac{1}{4}$ of a tola, or $\frac{1}{2}$ a tola, and consumes part of it at once, and puts the remainder in a pot (debia) which he carries with him. If you hinder him from swallowing a pill in the shop he will do so outside of it. In fact, there is no such thing as going into a shop. The place of vend is open on the outside, the vendor sits on a chang or platform, the purchaser standing in a narrow verandah outside makes his purchase and leaves. There is no room into which he is invited to enter or into which he can go and rest if so inclined. After making his purchase he must go on or sit below the nearest tree. The conditions of Upper India do not apply to this province. We have not a single "opium den," and it is not necessary to make any change in the mode of sale. We wish to restrict people to making small purchases of the drug. This will not result from debarring them from consuming the opium in the shop verandah, or outside it. If you compel a man not to take opium near a shop he will be careful to have a larger supply always at home, and this will be worse for him and worse for all the inmates of the house.

6. Much is said in the printed papers under consideration of the "alarming spread of the opium vice." This is not the case, again *see* Statement I. Our consumption of opium has fallen from 1,837 maunds in 1874–75 to 1,411 maunds in 1888–89. In the following year there was an increase of some 80 maunds, but this does not indicate increased consumption last year, but increased purchases by the vendors. As soon as it was known that the price was to be enhanced by Rs. 5 a seer from the 1st of April 1890, vendors laid in larger stocks in February and March for the current year.

7. Then, again, I am not prepared to admit that the present use of opium in Assam is a "vice." In most cases it is a necessity. When we first acquired Assam (I now speak of the Assam Valley) every villager grew his own opium, just as he now does his vegetables, or his chillies for his curry. He had no tax to pay for his opium field, no restrictions placed on him. The former rulers recognised that a certain amount of the drug was necessary. Taking it broadly, and excluding tea gardens, the valley is inhabited by two classes; the Cacharies, Lalongs, Meches, and other aboriginal tribes who reside on the higher submontane tracts or along the high banks of the larger rivers, and the Hindus, the Kolitas, Koshes, Keots, and others who reside in the low-lying country subject annually to inundation and always damp. The former people do not use opium, they do not require it, but the lowlanders use it. They are the opium-eaters of Assam. They live in a low, damp part of the country; year after year parts of their villages are submerged and temporarily abandoned, and these people use opium to counteract the damp and malaria. They themselves say that they would die from fevers if they did not use opium, and I have known medical men who have had much experience of the Province hold the same view. These people are opium-eaters, but not of the class described in the papers. They are good agriculturists, good subjects, and good fathers of families. They take their opium just as a good Englishman would take his peg. Of course there are Assamese who take too much opium, just as there are Englishmen who take too much liquor, but that opium-eating is always a vice I am not prepared to admit so far as Assamese are concerned, and that it is increasing I deny, and the statement I have referred to proves my view. In the Surma Valley little opium is consumed. The people there use ganja rather than opium, and even there the consumption of this drug is smaller now than it was in 1874–75, and the duty is higher.

No. I.

STATEMENT showing the Number of Shops for the vend of Ganja, Sidhi, Madak and Chandu, and Opium, and the Consumption of Ganja, Sidhi, and Opium, in the Province of Assam for each Year since the formation of the Province.

Year.	Maximum Number of Shops Licensed for the vend of				Consumption of			Duty on Opium per Seer.
	Ganja.	Sidhi.	Madak and Chandu.	Opium.	Ganja.	Sidhi.	Opium.	
					Mds. Srs. Ch.	Mds. Srs. Ch.	Mds. Srs. Ch.	Rs.
1874–75	447	—	58	3,977	868 9 1	—	1,837 11 0	23
1875–76	465	—	62	3,151	814 22 3	—	1,874 38 0	23
1876–77	267	—	55	2,833	633 36 10	—	1,793 38 0	24
1877–78	248	—	52	1,271	641 39 9	—	1,634 16 6	24
1878–79	271	1	55	1,342	587 1 13	—	1,655 19 0	24
1879–80	251	—	56	1,367	570 26 12	—	1,618 32 0	26
1880–81	282	—	—	1,397	583 13 5	—	1,685 33 7	26
1881–82	286	—	—	1,404	574 15 1	—	1,582 37 6	26
1882–83	294	—	—	1,373	579 15 1	—	1,738 10 13	26
1883–84	319	—	37	1,318	638 6 1	—	1,404 9 7	32
1884–85	314	—	37*	1,283	634 35 3	—	1,482 10 0	32
1885–86	317	1	38*	1,250	515 26 9	3 8 13	1,446 16 5	32
1886–87	321	1	41*	1,175	666 38 12	3 6 0	1,446 36 1	32
1887–88	327	—	40*	1,067	613 5 14	—	1,416 32 3	32
1888–89	328	—	39*	989	677 9 13	—	1,411 17 15	32
1889–90	327	—	39*	990	700 6 3	—	1,494 24 15	32
1890–91	279	—	33	934	—	—	—	37

* Represent actual number of places of vend of madak and chandu, and include three opium shops which had permission to sell these admixtures in addition to opium.

No. II.

STATEMENT showing the Number of Places of vend of Madak and Chandu in Assam, the Revenue Collections on account of License Fee and Duty on crude Opium used in the Preparation of these Admixtures, and the Quantity of Opium thus used every Year since 1885–86.

Year.	Number of Places of vend of Madak and Chandu in the Province of Assam (including three Opium Shops in the Assam Valley which had Permission to sell these Drugs in addition to Opium).	Quantity of crude Opium converted into Madak and Chandu.	Revenue Collections.		
			License Fees for the vend of Madak and Chandu.	Duty (net Price at Rs. 24.12 per Seer) on the Quantity of Opium converted into Madak and Chandu.*	Total.
		Mds. Srs. Ch.	Rs.	Rs.	Rs.
1885–86	38	21 11 12	8,362	21,081	29,443
1886–87	41	24 32 $15\frac{3}{5}$	9,207	24,576	33,783
1887–88	40	23 31 0	6,856	23,537	30,393
1888–89	39	23 9 0	7,054	22,993	30,047
1889–90	39	22 17 8	7,553	22,213	29,766
1890–91	33	—	8,339†	—	—

* NOTE.—In the annual reports the duty on opium issued to the vendors of madak and chandu is not separately accounted for, but is included in the total amount of duty shown under opium.

† Revenue demand.

EXPLANATION.—Only five years' figures are given in the statement, as the information about the quantity of opium converted into madak and chandu for any year previous to 1885–86 is not available.

From H. LUTTMAN-JOHNSON, Esq., Commissioner of the Assam Valley Districts, to the SECRETARY to the CHIEF COMMISSIONER of ASSAM. No. 7046, dated 30th December 1890.

I have the honour to acknowledge the receipt of your letter No. 3589, dated the 12th November 1890, forwarding copy of a circular letter, No. 4938, dated 18th October 1890, from the Deputy Secretary to the Government of India, in which the Chief Commissioner is requested to submit any remarks which he may desire to make on a memorial submitted to the Secretary of State by the Society for the Suppression of the Opium Trade.

In my letter No. 1459,* dated 5th April 1889, I reported generally on what we had done for the suppression of the consumption of drugs and spirituous liquors. I find myself unable to imagine what further remarks it is expected that the Chief Commissioner should make. It cannot be intended that he should reiterate yet again the history of our interference with opium-eating and smoking in this province, or even give an account of the efforts made during the last few years to suppress this noxious habit; that has all been reported again and again. In my division I have this year 900 shops, and the consumption of excise opium will be about 1,300 maunds. In 1884, when I took charge, there were 1,188 shops, and the consumption of excise opium was 1,397 maunds. In the year 1873–74, when the province was included in the Lieutenant-Governorship of Bengal, there were 4,751 shops for sale of opium and its compound in this valley, and the consumption of excise opium was 1,758 maunds. I have always held that there is illicit importation both of excise opium and of contraband opium. I do not understand that the Society for the Suppression of the Opium Traffic accuse us of conniving at the smuggling of opium. The suppression of smuggling, with opium selling at Rs. 37 a seer at the treasury, is an almost impossible task in a country where most of the traders come from the Native States of Rajputana, and which is crowded with immigrants from Nepal. But we are making further efforts in this direction. The fact is that ever since we occupied Assam the suppression of the opium trade has been one of the cardinal points in our policy. In our efforts to suppress it we have gone as far as it was possible to go with any chance of success. I think the success of our last step, the raising of the treasury price from Rs. 32 to Rs. 37 per seer, is not yet assured.

* *Vide* enclosure to letter No. 1083, dated the 21st April 1887, from the Secretary to the Chief Commissioner of Assam to the Secretary to the Government of India, Department of Finance and Commerce.

2. With regard to the specific proposal made by the Society that our licenses for the retail sale of opium should not include consumption on the premises, I have the honour to say that consumption on the premises is not common in my division. In the case of opium shops proper, of which I have 880, I may say that the drug is never consumed on the premises. In the case of chandu shops (I have three shops for sale of chandu and seven for sale of madak and chandu) the drug is always consumed on the premises. In the case of madak shops, of which I have ten, besides the seven licensed to sell both madak and chandu, it is often consumed on the premises. My annual Excise Reports give full particulars of the number of these shops, and the opium taken on their account from the treasury in each year. In 1889–90, 13 maunds 16 seers were sold from the treasury for madak and chandu shops, out of a total of 1,398 maunds. I would not mind closing these shops; such a measure would make no difference to the habits of the people. The few people who use them, chiefly foreigners, would make some other arrangements.

3. The consumption of opium, deleterious as the drug undoubtedly is, is not from the Society point of view a crying evil in this division. I think that ganja-smoking does much more harm than opium-eating or smoking. The habit of ganja-smoking is difficult to control, partly because ganja grows wild, and it is difficult to decide whether it is growing of itself or for use as an intoxicant, partly because the use of the drug forms an important part of religious ceremonies. I would commend to the Society's attention an article in the "Pioneer" newspaper of December 4th, 1890, on the subject of intemperance in India. The control of habits of intemperance so ancient and so well established, so intimately connected with religious ceremonies, as are those we meet with in India, is no easy task.

No. 5.—From H. THIRKELL WHITE, Esq., Secretary to the Chief Commissioner, Burma, to the SECRETARY to the GOVERNMENT of INDIA, Finance and Commerce Department. No. 1–10 E., dated 2nd February 1891.

I am directed to acknowledge the receipt of your letter No. 4938, dated the 18th of October 1890, concerning representations made by the Society for the Suppression of the Opium Trade on the subject of the consumption of opium in India.

2. I am to submit a copy of a memorandum, dated the 8th December 1890, by the Financial Commissioner, on the subject of the representations made by the Society so far as they affect this province, and I am also to communicate the following remarks.

The main propositions advanced by the Society are—

(i.) That the habit of opium smoking is on the increase;

(ii.) That houses licensed for consumption on the premises are causes of great demoralisation.

The measures advocated by the Society are the closing of all opium shops, and the absolute prohibition of the sale and possession of opium except for medicinal purposes, or at any rate the closing of all shops licensed for the retail sale of opium to be consumed on the premises.

3. As regards the allegation that the habit of opium smoking is on the increase, the statement is not made with special reference to this province. The following table shows the quantity of opium taken out from the treasuries in Lower Burma and the number of shops in each year since the year 1878–79:—

	Quantity taken out from Treasury.	Number of Shops.
	Seers.	
1878–79	46,603	67
1879–80	47,797	67
1880–81	54,265	68
1881–82	41,857	28
1882–83	41,349	18
1883–84	43,291	18
1884–85	41,993	18
1885–86	38,710	17
1886–87	45,983	17
1887–88	48,226	15
1888–89	51,139	16
1889–90	53,348	20

There is no reason to believe that the increase in consumption during the past four years indicates any serious extension during that period of the practice of opium-eating and smoking among the Burmese, or that it is greatly disproportionate to the growth of the non-Burman population. Some part of it is certainly due to improved checks upon illicit consumption. It will be observed that the issues in 1889–90 were below those in 1880–81. At the same time there is evidence that the consumption of opium by Burmese is in some districts of Lower Burma already very considerable, and there can be no doubt that it is to people of that race an absolute poison, destroying their morals, and degrading them in every way. It cannot, moreover, be assumed that the figures showing the quantity of opium issued by Government to licensed vendors are a correct indication of the total quantity of opium consumed. In spite of the efforts which have been made to put a stop to smuggling, much illicit traffic in opium is still carried on. Sir Alexander Mackenzie would be disposed to infer from the reports and evidence before him that the use of opium among the Burmese is increasing, though not as yet to any very serious extent, save in special tracts, such as Arakan, the seaport towns, and the delta of the Irrawaddy.

4. But, even if it is admitted that the consumption of opium is increasing, the question whether the Government can take effectual measures to check the increase remains for consideration. The reduction in the number of retail shops has little effect in Lower Burma on the quantity of opium issued to retail vendors. If the number of shops is reduced, the average quantity of opium sold by each shop increases. In spite of all precautions the licensees arrange to hawk their opium about the country. If all shops were closed, it is certain that illicit trade would be carried on to a great extent, and so long as the possession of opium in the authorised quantities by Burmans is allowed, the difficulty of checking this traffic is almost insuperable. It has, moreover, been frequently explained that there is in this province a considerable non-Burman population, consisting

of Shans, Chinese, and others, who are accustomed to the moderate use of opium, and who consume it without ill effects or even with beneficial results. The Chief Commissioner is not prepared to advise the absolute prohibition of the possession or sale of opium in Burma by persons of non-Burman descent. Such a step would be an unjustifiable interference with the habits of a large section of the population, and would be quite impossible to enforce. As the Financial Commissioner remarks, even the prohibition of the use of ganja cannot be absolutely enforced. Indians who are accustomed to use it will have it, and can arrange to get it. The enforcement of a general prohibition of the use of opium would present still greater difficulties, as the classes which consume opium are far more numerous than those which consume ganja. As regards this province, the opium question has been frequently discussed, and the opinions of the most experienced officers have been more than once placed on record. It may be considered as established beyond question that there is a legitimate demand for opium among the foreign residents in Burma, which would exist whether Government countenanced the use of opium or not; that if Government decided to declare the sale or possession of opium generally illegal, the demand would be supplied by illicit means; and that the results of any attempt to enforce absolute prohibition of the use of opium would be the loss of a large amount of revenue without any commensurate benefit.

5. In the case of Upper Burma, where the prohibition of the use of opium by Burmans is well understood and was nominally enforced by the Burmese Government, the sale of opium to Burmans is prohibited by law. In Lower Burma, where for many years the sale of opium to Burmans has been permitted, successive Chief Commissioners have come to the conclusion, though not altogether without hesitation, that a prohibition such as that which exists in Upper Burma could not rightly be issued or enforced. Sir Alexander Mackenzie, with his present limited experience of the country, has some hesitation in expressing an opinion differing from that of his predecessors; but he finds, on perusing the voluminous reports and correspondence on the subject, that unanimous voice of all respectable Burmans denounces the use of opium by men of their race and temperament as deleterious and harmful in a very special degree. This judgment is confirmed by every European authority in the province, official and non-official. In view of this consensus of opinion, Sir Alexander Mackenzie would himself be willing to see the possession of opium in any quantity by natives of Burma declared illegal, save under medical certificate, both in Lower and Upper Burma. This measure would no doubt diminish the revenue and cause a certain amount of personal suffering and inconvenience to Burmans who had contracted the habit. But it is, in the Chief Commissioner's opinion, the only way of preventing the extension of consumption among the Burman population. Even in Upper Burma, where sale to Burmans is prohibited, a Burman may legally possess 10 tolahs weight of opium and 5 seers of poppy-heads. It would seldom be possible to trace the source from which the drug had been procured. The true and radical remedy is to declare the possession of any quantity illegal.

6. This was the conclusion clearly indicated by the argument in paragraphs 9 to 12 of Sir Charles Aitchison's minute* on the subject of the 30th April 1880, paragraphs which are reprinted in an annexure to this letter. Sir Charles Aitchison gave two reasons, and only two, for not acting upon that conclusion. One was the existence of a large opium-consuming non-Burman population. The other was that it would be cruel to withdraw the drug suddenly from the large number of Burmans whom we had allowed to take to it. Sir Alexander Mackenzie does not propose to interfere with the supply to foreigners of non-Burman race. As regards opium-eating Burmans, it is only necessary to provide for the case of those men of the present generation who are too old to break themselves of the habit all at once with safety. It might be provided by rule that Burmans of, say, not less than 40 years of age, who were accustomed to opium might register themselves as "foreigners" for the purpose of the Opium Act and Rules, and receive a certificate entitling them to purchase and possess the ordinary legal quantity. The registers once made up would be finally closed, and no such exception would be made hereafter. If the two collections of (further) papers relating to the consumption of opium in Burma, published in 1885 and 1886, be examined, it will be seen that the opinions of many local authorities,† especially of those best acquainted with the Burmese, leant to the side of total prohibition, and, so far as Sir Alexander Mackenzie can see, no new arguments against this were advanced beyond those mentioned above. The chief reason for setting aside the suggestion was, the Chief Commissioner has little doubt, the loss of revenue involved. He is well aware that there would be difficulty

* Papers relating to the consumption of opium in British Burma, 1881, page 81, *seq.*

† See the annexure to this letter.

in enforcing such a prohibition, but he would not despair of making it more and more effective in its operation as time went on. The law would, to say the least, be a schoolmaster inculcating on the Burmese mind the disfavour with which in their case the Government viewed the use of opium. The Government is at present in this respect in a false position.

7. There remains the question whether shops should be licensed for the sale of opium to be consumed on the premises. The remarks of the Society on this point apply to other provinces, but it is understood that their recommendation in this matter is of general application, and that if they cannot obtain the absolute prohibition of the sale of opium, they wish the practice of the consumption of opium on the premises of licensed shops to be generally forbidden. There is in the correspondence already before the Government of India a considerable body of opinion among the local authorities consulted in this province that one of the measures which might be taken to check the consumption of opium is the prohibition of its possession elsewhere than in a licensed shop. On this point opinions are not, indeed, unanimous, but the weight of opinion seems to incline in this direction. Sir Charles Aitchison, in his Minute of the 30th April 1880, recommended the adoption of this proposal. On the other hand, in his note forwarded with this office letter No. 8983–3—8, dated the 30th December 1880, Sir Charles Bernard showed cause against it; but later, as appears from paragraph 7 of this office letter No. 188–9 E., dated the 8th December 1886, his view of the proposal seems to have been modified, and he thought it possible that some such arrangement might be desirable hereafter. The view taken by the officers who have advised that opium should be allowed to be consumed only in licensed shops is that Burmans of the more respectable classes will not acquire the habit of opium eating or smoking if they are unable to take opium to their own homes, and that public opinion could be more efficiently exercised under an arrangement of this kind. On the other hand, officers whose opinion is entitled to respect have shown cause against this proposal, and support the view taken by the Society. If the suggestion above put forward (that the possession of opium in any quantity by natives of Burma should be illegal) found acceptance, there would, in Sir Alexander Mackenzie's opinion, be no need to interfere with the consumption on the premises of the licensed shops, which would be frequented only by Chinese and other opium-consuming races. The existence of such places would in a measure facilitate the exercise of check upon the habits of the Burman population. But, if the Government of India is not prepared to accept the proposal in question, then Sir Alexander Mackenzie has no hesitation in declaring himself an advocate for the absolute closing of opium taverns to men of Burmese race. As Chief Commissioner of the Central Provinces (where there are no Chinese or other races generally accustomed to drugs) he ordered the closing of all drug taverns on the ground that it was desirable to put a stop to the temptation afforded by gregariousness in vice, and he sees no reason to doubt that the same principle would apply in Burma. He has no faith in the check supposed to be exercised by "public opinion," which is the main argument relied on by those who advocate the restriction of consumption to licensed premises. Public opinion has failed to check the resort of Burmans to opium shops in Arakan and other places. Only the law and its penalties can prevent the extension of a habit so pernicious to the Burman race, and the Chief Commissioner would, as already indicated, place under the stigma of criminal law the use of opium by any members of that race, and, failing this, he would exclude them from all opium shops, and make them consume their poison, if they will have it, in the retirement of their homes.

8. It is indisputable that the Chief Commissioner's proposals would involve some sacrifice of revenue in Lower Burma, but Sir Alexander Mackenzie does not think that this ought to outweigh the moral considerations on the other side; and if it were possible to prohibit the importation of Yunnan and other foreign opium into Upper Burma, and to insist on the general use by foreigners of the Bengal drug, it would probably be found that the loss to Government over the whole province would be largely made up. The Chief Commissioner is not, however, as yet in a position to say whether the enforcement of such a measure in Upper Burma would be feasible. It is a question which he has asked the Financial Commissioner to consider. The Government of India may, moreover, see some political objection to interfering so directly with the China frontier trade. But if the loss of revenue should prove to be serious, he believes that Burmese opinion would accept a moderate increase of the land tax or the rice duty as a small price to pay for the withdrawal of the drug which is ruining so many of their race.

ANNEXURE I.

From W. H. A. ST. J. LEEDS, Esq., Secretary to the Financial Commissioner, Burma, to the CHIEF SECRETARY to the CHIEF COMMISSIONER, Burma. No 372–186 E., dated 17th December 1890.

In reply to your No. 841–36 E., dated the 24th November 1890, I am directed to submit a Note by the Financial Commissioner on the recommendations of the Society for the Suppression of the Opium Trade.

Note by F. W. R. FRYER, Esq., C.S.I., Financial Commissioner, Burma, on the recommendations of the Society for the Suppression of the Opium Trade. Dated 8th December 1890.

The general questions raised in the memorial of the Society for the Suppression of the Opium Trade, received with the Government of India, Finance and Commerce Department, No. 4938, dated the 18th October 1890, so far as they affect Burma, are—

(i.) all remaining opium licenses should be withdrawn;

(ii.) complete prohibition is the only effective mode of protecting the population of the recently acquired province of Upper Burma from the evil habit of opium-smoking, which has wrought such havoc in Lower Burma:

and it is recommended that opium dens or shops for the retail sale of opium to be consumed on the premises should be at once closed throughout British India.

2. The question of withdrawing all remaining opium licenses has been fully discussed in the memorandum of Sir Charles Aitchison, dated the 30th April 1880, and in a note by Sir Charles Bernard, dated the 23rd December 1880.

In Sir Charles Aitchison's memorandum, which the Society quote with approval, the following passages occur:—

"13. But there are considerations of another kind which, in my judgment, make it impossible altogether to prohibit the supply of opium. In the first place we have, for more than half a century in one part of the province and more than a quarter of a century in the rest of it, allowed the habit of opium smoking to grow up among certain classes of the Burmese. Having ministered to this taste, we should not be justified in suddenly withdrawing the supply at the risk of the lives of the unhappy consumers if the further spread of the evil can be prevented in any other way. In the next place there are large numbers of the non-Burmese community, constituting perhaps the most thriving and industrious section of the population, to whom the drug is a necessary of life, and by whom it is rarely abused. It is impossible to say precisely what the numbers* of the Chinese and natives of India are, but they are probably not less than 200,000. The legitimate requirements of these people must necessarily be considered and provided for. Fortunately they are collected in tolerably well-defined centres.

* According to the census of 1872, in a population of 2,747,148, there were 13,561, or 0·49 per cent., Chinese and Malays, and 136,648, or 4·97 per cent. natives of India. Applying the same ratio to a population of 3,088,902 in 1878–79, there would be Chinese and Malays, 15,135, Natives of India 153,518.

"14. We must therefore be content to restrict and regulate a consumption which it is impossible for the present altogether to prevent. The first and most obvious step is to reduce the number of shops for the retail of opium: this is a measure which rests entirely in the hands of the local administration. Before the next licensing season comes round, the history of every shop in the province will be inquired into, and the opinions of district officers and commissioners will be taken as to the necessity for maintaining them. Such shops as are not declared to be really necessary, or may be situated where effective control cannot be exercised, will be closed. Licenses for new shops in new localities will not in future be granted, except on the strongest evidence that they are needed to meet a *bonâ fide* demand, and in places where the shops can be strictly supervised. A copy of the instructions issued to Commissioners is attached to this memorandum for information."

3. In Sir Charles Bernard's note, in paragraphs 9 and 11, he concurs with Sir Charles Aitchison and writes as follows:—

"9. If it be admitted that the spread of opium shops and opium facilities is working evil among the Burmans and Arakanese, there is still doubt about the most suitable measure for checking the evil. Some officers have proposed that all opium shops in Arakan, if not in the whole of Burma, should be at once closed, and that opium should be made contraband, as was done with ganja a few years ago. Seeing that we have so

large a Chinese and Indian population, seeing that some opium is sure to come into the country somehow, seeing that a considerable section of the population has become accustomed to opium for many years past, and seeing that the large revenue of 13 lakhs is involved, I do not think that such an extreme measure is at present required.

* * * * * *

"11. I think the most practical plan will be to follow the course indicated at paragraph 14 of Mr. Aitchison's Minute, dated the 30th April, to reduce considerably the number of shops and to enhance the selling price of the drug, all of which is supplied by the State to the vendors under a most strict monoply. We can hardly expect that there will be no illicit traffic in opium, but at any rate such traffic will become more difficult and costly. Persons already habituated to opium-smoking will probably continue to get opium somehow, so long as they can afford to pay a sufficient price. But, at any rate, the spread of the habit among young men will be restricted; and when facilities for obtaining opium are largely reduced, and its price considerably enhanced, young men who have not yet settled down into habitual smoking will gradually forego the luxury. The reports received from the several divisional and district officers in reply to Mr. Aitchison's Minute enable us to settle what opium shops may properly be closed. The price of opium from the Government stores can, with the sanction of the Government of India, be raised to such rate as may be possible without inducing smuggling from Bengal or elsewhere. The selling price of opium in Chittagong, where the Bengal Government have recently raised the rate to Rs. 26 per seer, will guide us in fixing rates for the issue of Government opium to licensed vendors in Arakan, Pegu, and Tenasserim."

4. In accordance with the policy advocated by the two Chief Commissioners whose opinions I have quoted, the number of shops was gradually reduced from 68 in 1880–81 to 15 in 1887–88, the number in each division of Lower Burma being in 1887–88—

Arakan division	1
Pegu division	4
Irrawaddy division	3
Tenasserim division	7
Total	15

In 1881–82 the price of opium was raised to Rs. 28 per seer in the Arakan division and to Rs. 32 per seer in all other divisions. The result of these measures was that the sales of opium rose at each of the limited number of shops, and in 1887–88 15 shops sold 6,039 seers of opium less than the sales of 1880–81, when there were 68 shops. The sales in 1887–88 were 48,226 seers.

5. In the resolution on the Excise Report for 1887–88 Sir Charles Crosthwaite remarked in paragraph 2:—

"Of the 3½ lakhs of increased revenue obtained from excise in 1887–88 two lakhs have been derived from opium. The opium revenue of Lower Burma is steadily increasing. This the Chief Commissioner regards as a natural consequence of the better regulation of the opium traffic, and when the traffic in Upper Burma is brought under supervision and the smuggling of Yunnan opium into Lower Burma is checked, the opium revenue will still further increase. The increase of the opium revenue does not necessarily indicate an increase of the consumption of opium, but only that those who use opium are compelled to procure it openly from the licensed dealers. The use of opium is condemned by public opinion in Lower Burma no less than in Upper Burma, and the Chief Commissioner agrees in the opinion that the more the consumption of opium is regulated and the more illicit consumption of opium is repressed, the less will persons not already habituated to its use take to it for the first time.

"The reduction of the number of shops and the closing of all shops in districts where it is known that opium is consumed is shown by experience to be futile, and, in the Chief Commissioner's opinion, is actively mischievous. A reference to Statement No. 7 in the Appendix will show that districts to which shops are denied supply themselves from other districts. The incidence of revenue per head in Akyab, where there is only one shop, is Rs. 0.15.10. In Prome it is Rs. 0.14.0, in Bassein Rs. 0.10.4, in Toungoo Rs. 0.12.7, in Rangoon Town Rs. 4.1.6, in Moulmein Rs. 2.12.0. These figures mean that the districts which are not allowed to have shops supply themselves from the nearest shops. It is certain that the licensed vendor in Prome, for example, sends out hawkers to go round and supply the people in Tharrawaddy and Thayetmyo. The

Akyab shop supplies the Arakan division. The Bassein and Rangoon shops supply Thôngwa. Besides which, the difficulty and cost of getting Government opium from distant shops gives a great stimulus to smuggled foreign opium.

"The Chief Commissioner wishes the Financial Commissioner to consider whether the policy of closing shops has not gone too far. The Chief Commissioner has had a statement prepared, which is appended* to this resolution, which shows the number of shops, the amount of opium issued from the treasury, and the amount of opium issued per shop for each year since 1878–79. In 1878–79, when there were 67 licensed shops in Lower Burma, 46,602 seers of opium were issued from the Treasury, or 696 seers per shop. In 1880–81 the number of shops was 68 and 54,265 seers of opium, or 798 seers per shop were issued. In 1881–82 the number of shops was reduced to 28, and the price of opium was raised by Rs. 8 a seer in the Arakan division, and by Rs. 4 a seer in the rest of Lower Burma. The immediate result was that the opium issued fell to 41,857 seers, or 1,495 seers per shop. In 1882–83 the number of shops was again lowered to 18, but the price of opium issued from the treasury was not enhanced. The result was that the opium issued was only 500 seers less than in the previous year, and the issues of opium have been steadily recovering themselves till, in 1887–88, the issues have been 50,485 seers with only 15 shops, or only 3,780 seers less than in 1880–81, when there were 68 shops. This shows that the amount of opium consumed in the province cannot be permanently reduced by the limitation of the number of shops, and has a tendency to recover itself.

* *Vide* Excise Report for 1887–88.

"In the Arakan division the issue of opium from the treasury is authoritatively limited. The result is that when the issue of opium is reduced in the Arakan division it rises in the Chittagong division of Bengal, or *vice versâ*. The total issues for both divisions are generally from 13,000 to 10,000 seers. The figures since 1881–82 are as follows:—

Year.	Akyab.	Chittagong.	Total.
	Seers.	Seers.	Seers.
1881–82	11,264	2,724	13,988
1882–83	7,378	3,547	10,925
1883–84	6,988	5,864	12,852
1884–85	4,953	6,024	10,977
1885–86	4,468	4,928	9,396
1886–87	6,778	3,287	10,065"

6. As a consequence of this policy five new opium shops were opened in 1889–90, and in paragraph 5 of his Resolution on the Excise Report for 1888–89 the Chief Commissioner wrote:—

Opium.

"It was shown last year, in paragraph 2 of the Resolution on the Excise Report, that it is not possible to prevent the use of opium in districts where there is a demand for it by refusing to open shops for its sale. On this principle five new shops for the sale of opium were opened in 1889–90, and yet the income obtained from the licenses for the retail sale of opium decreased. This fact is not connected immediately with the report now under review, but it is mentioned to show that an increase in the number of shops does not always mean increased consumption or increased revenue. When people want opium they will get it, and in a country where much of the traffic is carried on by boats plying in out-of-the-way streams and creeks opium can be hawked about for sale with impunity and with greater profit than if it is sold in a licensed shop. The question whether there is a demand requires careful consideration, and the increase in the habit of taking opium must be closely watched. The consumption of opium in the Arakan division fell off greatly in the year under report, and the income from license fees has decreased in 1889–90. The Chief Commissioner believes that this is mainly due to the bad harvest in Arakan in 1888–89, but he will watch with interest the figures of 1889–90 to see whether any indication of a permanent falling off in consumption can be found. The amount of opium consumed increased in the Prome district. This may be due to the Opium Act having been brought into force in Upper Burma, which has increased the price of Yunnan opium, and has rendered it more difficult to smuggle it into Lower Burma. In the Tenasserim division the increase in the consumption of opium is said to be due to increased vigilance against smuggling."

7. In 1889–90 there were 20 opium shops in Lower Burma distributed as follows :—

Arakan division - - - - -	1
Pegu division - - - - - -	5
Irrawaddy division - - - - -	4
Tenasserim division - - - - -	10

This number of shops will not be increased without the clearest necessity.

8. From the foregoing *résumé* of what has been done with a view to the repression of the opium traffic in Lower Burma, it will be seen that the traffic in opium has been reduced to the greatest possible extent, and, in my opinion, any attempt to prohibit the traffic in opium altogether would be impossible for the following reasons :—

(1.) There exists in Burma a very considerable Chinese and foreign population, who are addicted to the use of opium, and who will have it at all hazards. The wants of these people and of those Burmans who have become habituated to the use of opium must be supplied.

(2.) The facilities for opium smuggling are so considerable that it is out of the power of the Government to effectually prevent the use of the drug; and, as it is grown in China and in the Shan and Kachin hills, a supply will always be procurable in Burma even though Government should cease to manufacture the drug and import it on its own account, and should prohibit its import into Burma.

(3.) It is a mistake to suppose that the prohibition of the cultivation, sale, or possession of ganja, which has been in force since 1872, is effectual. It was recently reported to me that ganja was being imported by parcel post, and there were 88 prosecutions in the town of Rangoon, in which 101 persons were implicated; in 1889–90, and this year there have been 61 persons prosecuted in 56 cases up to date. In the town of Moulmein there were 16 prosecutions in 1889–90, and this year there have been 11 up to date. I have not had a return compiled for the whole province, but these two instances are sufficient to show that the traffic in ganja is not stopped in spite of its being prohibited.

(4.) The Chinese at Bhamo and also in Mergui assured me that they could not exist in malarious countries, such as those in which the jade and amber mines and the tin mines are situated, without opium. As far as I know the use of opium is universal amongst the Chinese and hill tribes in feverish tracts. I believe that they seldom abuse the use of the drug, and I have every reason to suppose that its use is beneficial under certain conditions.

9. In this connexion I may mention that I have recently returned from the Arakan division, and that I found that in the districts of Kyaukpyu and Sandoway, in which the use of opium is prohibited, the smuggling of opium is very common. The following extract from a letter which I wrote advocating the establishment of an excise preventive establishment in the Arakan division may not be without interest :—

"Besides the methods by which illicit opium can be introduced into the Arakan division, which are mentioned in paragraph 2 of your letter under reply, a considerable amount of opium finds its way into the division across the Yomas by the An pass, and a considerable quantity comes from Bassein by boat. It seems impossible to prevent smuggling by so many routes, as, if excise officers were posted on one route, the opium would be passed in by another, and 50 men would not be enough to watch all the routes.

"The general opinion of the local officers is that the total prohibition of the use of opium in the Kyaukpyu and Sandoway districts, and its great restriction in the Akyab district, has made opium dearer in places where its sale is prohibited, but there are still numbers of people who use opium, and anybody who can pay for it can obtain it. All that Government has succeeded in doing is to raise the price of opium."

10. I come now to the second recommendation of the Society, which is that complete prohibition of opium-smoking is the only effective mode of protecting the population of the recently-acquired province of Upper Burma from the evil which has wrought such havoc in Lower Burma.

I do not know whether the Society are aware that the use of opium by Burmans in Upper Burma is already prohibited—see Rule 28 :—

"No opium shall be sold, either wholesale or retail, to any Burman, and no license or pass shall be given under these rules to any Burman."

The Society say "an attempt was made to restrict the sale to the Chinese and Shan population." This attempt takes the form of complete prohibition of sale to Burmans. I suppose the object of the Society is to prohibit the sale of the drug to Chinese and

Shans, so as to prevent temptation from being thrown into the way of the Burmans. This would be a very strong measure and would be keenly resented by the Chinese, Shans, and other non-Burmans, who would certainly resist any endeavour the Government might make to deprive them of opium. Of course, the fact that opium if permitted at all does offer some temptation to Burmans, but in paragraph 5 of the Excise Report for 1889–90, "Upper Burma," it is said that district officers are generally of opinion that a taste for opium and liquor is not spreading to any appreciable extent among Burmans. I must confess that I do not see what can be done by the Government in Upper Burma with a view to prevent the sale of opium to Burmans in addition to the measures already taken.

11. With regard to the last recommendation of the Society, that shops for the retail sale of opium to be consumed on the premises should at once be closed, I think that this recommendation might be tried. I believe no shops for the consumption of opium on the premises are now allowed in some of the provinces of India, and I think it not improbable that persons may be found who will refrain from the use of opium if they are driven to use it in private instead of in places of public resort. In any case there is no harm in trying results of this measure, even though it may not do all the good that is hoped from it.

The revenue from opium in 1889–90 was—

	Rs.
In Lower Burma - - - -	18,94,552
In Upper Burma - - - -	1,59,509
Total - -	20,54,061

If the use of opium could be effectively prohibited, I think the Government of India might well forego this revenue, allowing the use of opium only in feverish localities, in which its use is deemed beneficial by the inhabitants. My opinion, however, is that if Government were to declare the total prohibition of the use of opium, the large income it now derives from the control of the drug would pass to smugglers and illicit dealers, and in certain localities, such as the borders of China and of the Shan, Chin, and Kachin hills, I believe the price of opium would fall and that its use would become more general than it is now.

[ANNEXURE II.]

Opinions in favour of total Suppression of Sales to Burmese.

A.

Extract from Papers of 1881 relating to the Consumption of Opium in British Burma.

Memo. by C. U. Aitchison, Esq., C.S.I., LL.D., Chief Commissioner of British Burma, on the Consumption of Opium in British Burma.

* * * * * *

9. Probably a variety of causes has contributed to the spread of this vice. Burma is intellectually in a transition state. The people are becoming emancipated from many restrictions of their old creed. The inevitable tendency of the education we give, and of the new sense of personal liberty which our Government creates among an Oriental people, is to weaken the sanctions of religious belief and break down the restraints of social customs. Such results ought neither to surprise nor alarm us. However much the old fashioned among the population may regret it, or blame us for it, we can as easily put back the shadow on the sun-dial as arrest the disintegration of old-world customs.

10. But there are other causes within our control. Of these the principal is the increased and yearly increasing facility with which opium can be obtained. Our professed

objects are to supply only so much of the drug as may be needed to meet a *bonâ fide* demand, to discourage extended consumption, and to realise from restricted consumption as high a revenue as we can without affording inducements to the people to obtain supplies by unlawful means. Theoretically, these principles are sound enough. But there are many drawbacks in their practical application. After some experiments, more or less disastrous in their result, the plan which for years past has been adopted in British Burma is to sell by auction licenses to retail opium in shops established in carefully selected localities. By this means opium is made as dear as possible, and the Government endeavours to limit the temptation to consumption. The revenue derived from the sale of these licenses amounts to more than the fixed duty on the opium sold.* But although the cost of opium to the consumer is by this means more than doubled, the consumption continues to increase and must necessarily do so under the present system. For it is the interest of the license-holder to tempt people to smoke and to stimulate consumption as much as he can; and so long as the possession of opium outside the shops is permitted, any really effective check on the smuggling of a drug so very costly, and so easily conveyed, is almost impossible. Consequently the temptation to open new shops and the inducement to substitute licit for illicit consumption become irresistible. For example, the Deputy Commissioner of Shwegyin, in which district there have hitherto been no licensed shops, writes† :—"The conviction has been gradually forcing itself on me that there is no advantage in not having opium shops in this district. There are shops in all the districts round it. The result is that a large illicit traffic in opium is being carried on. The opium which has been seized in two or three cases is, as far as I can judge from the shape and size of the balls, opium which has been supplied to license-holders in other districts. We are thus losing revenue without any compensatory advantage. I think it is right therefore to recommend that one shop for the sale of opium be allowed at Shwegyin and one at Kyaitko." This application has for the present been refused, but it furnishes a good illustration of the pressure which tends to force up the number of shops year by year. I find that since 1875 the number has increased‡ one-third. This need create no surprise. Unless some radical change of system be effected, no other result can be looked for than the steady increase of opium shops and the gradual spread of opium-smoking over the rural districts. Already, indeed, there is too much truth in the allegation that we are not merely supplying an existing demand, but artificially creating a taste for the drug. However pure our intentions may be, the results are against us, and we shall not escape serious reproach if we persevere in our present course. Englishmen have a natural antipathy to legislate on questions of morality. But here the question is not one of better or worse morality, but of the salvation of a whole people from a vice which we have introduced among them, and from ruin which it is to a great extent in our power to retard if not prevent. Moreover, the Burmans have been accustomed to be legislated for in this matter. Under the native rule opium-smoking was an offence against the law as well as against the Buddhist religion. Under these circumstances it becomes all the more our duty to take precautions that the new liberty which we bring them is not used for a cloak of licentiousness.

*Year.	Seers of Opium sold (omitting confiscated Opium).	Revenue from Opium Licenses, &c.	Fixed Duty at Rs. 24 per Seer.
		Rs.	Rs.
1877–78	38,967 9/16	10,66,473	9,35,221
1878–79	46,602 11/16	11,41,753	11,18,464

† To Commissioner of Tenasserim, No. 113, dated 5th March 1880.

——	1875–76.	1876–77.	1877–78.	1878–79.
‡Arakan -	11	13	13	18
Pegu -	22	23	27	30
Tenasserim	17	18	18	19
Total British Burma -	50	54	58	67

11. No opium may be manufactured in British Burma, and with one insignificant exception, no opium may be imported except by Government. We have therefore the control of the supply entirely in our own hands, subject only to the risk of smuggling. Native opinion is unanimous in favour of stopping the supply altogether, and no measure we could adopt would be so popular with all the respectable and law-abiding classes of the population. Colonel Sladen says the remedy advocated by them in Arakan is "an "absolute interdiction of the drug throughout the country and the peremptory closing "of all shops. Mr. Hodgkinson adds: "The feeling of the people is strongly in favour "of the absolute prohibition of the drug. A similar feeling, I find, also exists in "Sandoway. In short the consensus of native opinion is in favour of the absolute pro-"hibition of opium as the only practical remedy to be applied to stem the current of this "evil." In the Pegu division, the elders of the town of Pegu consider that neither

liquor nor opium should be sold there. Mr. White, Assistant Commissioner in Bassein district, found it impossible to induce the natives to offer any other suggestion than the gradual closing of all opium shops. In Henzada, "respectable Burmans are in favour of the most drastic measures;" and Mr. Weidemann, the Deputy Commissioner, "found it "impossible to obtain the suggestion of any half-measures from the elders consulted; to "put away the accursed thing entirely was the only advice which appeared to them of "any value at all." Mr. Richardson, Extra Assistant Commissioner of Myanaung, reports to the same effect. "I have consulted," he says, "several Burmese of intelli- "gence and education, and one and all have the same radical cure to propose—the "shutting of the excise shops. Their verdict is not modified by one 'if' or 'but.'" From the natives of Tharrawaddy, Thayetmyo, and other districts in the Pegu division, there comes up the same cry. From the Tenasserim division, the Commissioner reports that "native opinion is strongly in favour of reverting to the old Burmese plan of prohibition." While most European officers hold this drastic remedy to be impracticable, there are many of standing and experience who support it more or less strongly. It is advocated by Colonel Sladen, Commissioner of Arakan, Captain Butler, late Deputy Commissioner of Kyaukpyu, Colonel Hildebrand, late Deputy Commissioner of Sandoway, Major Pemberton, Deputy Commissioner Kyaukpyu, Colonel Davies, Deputy Commissioner of Thayetmo, and Mr. Richardson, Extra Assistant Commissioner of Myanaung. Mr. Hodgkinson, the Officiating Commissioner of Arakan, writes:—"Justice and fairness "to the people at large, in my opinion, rather point to the interdiction of the sale of "opium, if effectual interdiction is possible, when their very life's blood has been, and is "being, poisoned by a system which, though intended only to supply a want to a few, "has resulted in creating a want for many. It may be hard on those addicted to the "use of opium that they no longer find their want supplied; some may even die; but "when the whole body is suffering from a fatal disease which may be eventually "eradicated by the loss of a member, he would be a poor physician who shrank from "the amputation, and a dishonest physician if he allows the disease to run its course for "the sake of the fees he would receive from the patient. Things have now got to such "a pass that Government will not act fairly by the people if mere revenue considerations "are allowed to stand in the way of the remedy. The interdiction of opium throughout "Arakan will no doubt at first lead to a large loss of opium revenue; but this con- "sideration ought not to stand in the way of the interdiction even if no immediate means "of replacing that revenue were at hand." The only difficulty he finds in recommending the absolute interdiction of the sale of opium in Arakan is the certainty of systematic law-breaking arising in the shape of smuggling. But in respect to those parts of the division which are suffering most, he writes:—"After a full consideration of this very "difficult subject, I have determined to recommend that in Kyaukpyu, Chaduba, Sagu, "and the islands which are to a great extent cut off from the rest of the province, and "have for the size a strong staff of officers, the possession and the sale of opium shall be "absolutely and entirely interdicted. In these islands things have gone too far for any "half-measures; and if there is smuggling, it is better so than that any risk should be "run of, by a legalised use of the drug, allowing these islands to continue the downward "course in which they have entered. There is no time here for experiments if the "people are to be saved."

12. In a matter so intimately affecting the well-being of the community, these expressions of opinion, especially those of the native population, are entitled to the greatest respect. When practical questions of this kind arise, it may become a duty to yield to the strong and general desire of the people, even when their opinions may appear unreasonable. All the more it may become a duty when the evil complained of is an innovation of our own times and our own Government, and when we have the entire control of the lawful manufacture and supply of the opium. As regards smuggling, I do not believe that, even with our open seaboard of 1,000 miles and our long and unguarded frontier with Upper Burma, the Shan States, and Siam, there would be a very great increase in illicit traffic, either from Bengal or from China, if the importation of opium were altogether forbidden and the possession of opium were made illegal. Already the price of opium is artificially forced* up to a maximum, presenting the very strongest temptation to the smuggler, while the fact that possession of the drug is not unlawful increases the difficulty of detection. The pecuniary temptation cannot become very much greater than it is if opium were altogether forbidden; the drug wherever found would be

	Rs.	A.	P.
* Price per seer paid to cultivator in Bengal in 1877-78 - -	0	4	8
Duty (selling price Rs. 24)	23	11	4
Revenue per seer realised in Burma - -	24	8	0
TOTAL -	48	8	0

Percentage of price of duty-paid opium to prime cost of production, 16·629 per cent.

contraband without question, and we should have the sympathies of the people with us in the suppression of smuggling. One fact is worth a bushel of argument; we have succeeded in almost stamping out ganja, although the plant from which it is made grows wild in Burma. The difficulties we have in any case to contend with in preventing smuggling are so great that an addition to them would not be a very appreciable burden. Anyhow, smuggling, even on a considerable scale, would never lead to the universal consumption of the drug; and the evasion of the revenue is not to be compared with the gradual demoralization of the people. The question has altogether passed beyond the stage at which revenue considerations predominate.

13. But there are considerations of another kind which, in my judgment, make it impossible altogether to prohibit the supply of opium. In the first place we have for more than half a century in one part of the province, and more than a quarter of a century in the rest of it, allowed the habit of opium-smoking to grow up among certain classes of the Burmese. Having ministered to this taste, we should not be justified in suddenly withdrawing the supply at the risk of the lives of the unhappy consumers if the further spread of the evil can be prevented in any other way. In the next place, there are large numbers of the non-Burmese community, constituting perhaps the most thriving and industrious section of the population, to whom the drug is a necessity of life, and by whom it is rarely abused. It is impossible to say precisely what the numbers* of the Chinese and natives of India are, but they are probably not less than 200,000. The legitimate requirements of these people must necessarily be considered and provided for. Fortunately they are collected in tolerably well-defined centres.

* According to the census of 1872, in a population of 2,747,148, there were 13,561, or 0·49 per cent., Chinese and Malays, and 136,648, or 4·97 per cent., natives of India. Applying the same ratio to a population of 3,088,902 in 1878–79, there would be Chinese and Malays 15,135, natives of India 153,518.

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B.

Extract from Papers of 1885 relating to the Consumption of Opium in British Burma.

Extract, paragraphs 6, 7, 11, and 15, of notes of a meeting held at Government House on the 6th April 1885, regarding the position of the Excise Commissioner and other Excise questions.

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6. * * Regarding opium administration Colonel Sladen was quite convinced that the closure of all opium shops in the Kyaukpyu and Sandoway districts had done great good, and that the consumption of opium in those districts had much decreased. Smuggling, no doubt, went on from Akyab and from Chittagong mainly in the British India Steam Navigation Company's steamers. The employés of those steamers engaged in the illicit traffic. But even if the illicit opium which escaped capture was five or ten times as much as was captured, still the total consumption in those districts was far below what it used to be. This year (1st April 1885) the opium shop at the Naaf had been closed, and only one shop was left in the whole of the Arakan division. The monopolist of that shop must be expecting to get a good deal of illicit custom, for he had bid more for the single Akyab shop than used to be paid for all the shops in the Akyab district put together. Colonel Sladen did not consider that a special excise establishment was needed in the Akyab district. The Arakanese do not, he believes, do much in the way of drinking or illicit distillation of spirits. Their bane is opium. He believed that Myoôks, thugyis, gaungs, and village headmen all knew, more or less precisely, how and where opium was smuggled into Arakan. If these officials were kept up to their work, they could in a short time reduce opium-smuggling a great deal. He has taken steps for enforcing responsibility in this matter upon officials of all grades, and he hoped that good would result.

7. Colonel Sladen is of the same opinion that he has long held, namely, that opium has done and is doing great harm to the Arakanese and Burmese. The best of all opium reforms would be to prohibit its sale, or possession, or use (save for medical purposes) throughout Burma. He believes that the opinion of all respectable and decent classes of the population would be in favour of such prohibition; that such a measure would do great good to the province; and that no fatal results would be caused to habitual consumers. Smuggling would no doubt go on, just as illicit consumption of opium goes

on to some extent in Upper Burma. Such smuggling, into Arakan, at any rate, would be mainly from licensed shops in Bengal. If the Government decided to have no opium shops at all in Burma, the adjoining province of Bengal might surely help to prevent its people from smuggling opium into Burma. At present extra opium shops have been licensed close to the Arakan border, which drive a roaring trade with smugglers, who carried the opium into Arakan. But by careful administration such smuggling would be gradually reduced and kept down. And after some years of such administration opium consumption would become rare and future generations would be kept from the use of opium.

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11. Colonel Street considered that opium had done, and was doing, much harm among the Burmese. The respectable people of the country would be glad to see the sale of opium entirely stopped. Colonel Street thought that such stoppage would cause misery, and perhaps even death, to a certain number of habitual consumers. If this opinion was mistaken, and if the sudden stoppage of all opium supplies would not cause pain and death, then Colonel Street would gladly see the sale, possession, and the use of opium (save for medical purposes) absolutely prohibited. At present no doubt there is a great deal of opium carried, kept, and sold illicitly about the country. Most of it is Government opium supplied from the treasury to licensed vendors. These vendors pay at auction enormous prices for the right to sell opium at central shops. They could never possibly make enough profit to cover these prices unless they had numbers of customers or agents who carry the opium about the country and sell it. These transactions are all illicit and they demoralize the people.

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15. Mr. Hodgkinson was, and long has been, strongly of opinion that opium should be treated as the noxious drug "ganja" was treated in Burma some nine years ago. The importation, possession, use, or sale of opium, save for medicinal purposes, should be prohibited. We owe this measure to the people, who have for years suffered grievously from our licensed shops, which are supplied with Government opium, and which foster and spread the use and abuse of the drug. He believes that all respectable Burmans would be in favour of such abolition. The recent reduction of shops has, in some districts at any rate, done no good at all. As much Government opium is issued as before in those districts and a great illicit traffic distributes Government opium and Yunnan (smuggled) opium all over the country. This illicit traffic does great harm in many ways.

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C.

Extracts from Papers of 1886 relating to the Consumption of Opium in Lower and Upper Burma.

(1.)

From H. Buckle, Esq., Deputy Commissioner, Amherst, to the Secretary to the Chief Commissioner, Burma. No. 6-35, dated 10th July 1886.

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3. If Lower Burma was peopled only by Burmans, I should have no hesitation in recommending the entire prohibition of opium consumption; but such is not the case, and, I believe, the Burman is destined to be ousted by the more energetic and better disciplined Chinese and native of India.

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(2.)

From A. H. Hildebrand, Esq., Deputy Commissioner, Tharrawaddy, to the Secretary to the Chief Commissioner, Burma. No. 93-T, dated 7th July 1886.

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Every man I have consulted has been of opinion that—

(*a.*) The habit of the use of opium is the great cause of crime in the country, and of children disobeying and showing disrespect for their parents and guardians;

(*b.*) That the habit is quite curable, and they instance cases of confirmed opium eaters going to jail coming out quite broken of the habit, but at once recommencing it;

(*c.*) That the only way to prevent opium finding its way into the village is to prohibit its traffic and consumption altogether;

(*d.*) That such prohibition would, in course of time, entirely eradicate the habit from among the people, but that it would not do so at once.

I am entirely of the same opinion as the Burmans I have consulted, and I think nothing short of absolute prohibition will cure the evil, which I look upon as of the gravest description, and that absolute prohibition will in time do so, except perhaps in the seaport towns.

(3.)

From Colonel W. C. PLANT, Commissioner of the Tenasserim Division, to the SECRETARY to the CHIEF COMMISSIONER, Burma. No. 10-P., dated 21st July 1886.

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4. The first step which should be taken, and without delay, is to remove the temptation and facility of obtaining the drug from the rising generation, and this step is to be gained by prohibiting the use or possession of opium outside scheduled towns by any one except a Chinaman, under a special pass for a limited quantity equal to his own estimated consumption for one week.

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(4.)

From G. D. BURGESS, Esq., Commissioner of the Arakan Division, to the SECRETARY to the CHIEF COMMISSIONER, Burma. No. 744-3—12, dated 26th July 1886.

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From the beginning of the discussion of the opium question it has seemed to me that the only effectual means of checking the consumption of opium in Burma is to forbid absolutely its introduction into the province, and I have never yet seen sufficient reason for modifying that view. To prevent the use of opium it must be treated in the same way as ganja, its importation or possession in any quantity being dealt with as an offence. Practically this is now the condition of affairs in Kyaukpyu and Sandoway, and the consumption of opium in those districts has naturally been restricted in consequence; but so long as opium shops exist at Akyab and on the other side of the Arakanese Yoma, it is of course impossible to stop the illicit supply of the drug. If all the shops in the province were closed a great stimulus would be given to smuggling from Bengal and other places, and it is possible that, for a time at least, repressive measures of a special character would have to be taken. But in the long run, doubtless, the law would prevail and opium, except in small quantities, would be unprocurable anywhere in Burma.

A certain number of people accustomed to the use of the drug, such as Chinese and Bengalis, would be put to considerable inconvenience by the stoppage of a licit opium supply, and many of them would, perhaps, try secret expedients for furnishing themselves with their habitual luxury; but they could not long carry on an illegal traffic without detection. They would be finally compelled either to forego the use of opium or to leave a country in which they could not obtain any. The latter alternative would be an undesirable result in many cases: but some price must be paid for the protection of the native population, and by-and-by their places would be filled by others more willing to conform to the requirements of the situation.

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In spite of the large loss of revenue which the total prohibition of opium traffic in the country would entail, and notwithstanding the other drawbacks and inconveniences which would attend the scheme, I consider that it would on the whole be better and more for the advantage of the people and the administration to have recourse to this step than to persist in the course which is now being followed. The present plan is one of inconsistency and can never prove satisfactory. If it is considered necessary or expedient to limit the consumption of opium by the inhabitants of Burma through restrictions on the supply, then my voice is in favour of excluding opium from the country altogether and absolutely forbidding its possession.

(5.)

From MAUNG SAN HLA BAW and MAUNG THA DO WE, Extra Assistant Commissioners, and MAUNG THU TAW U, Assistant Superintendent of Police, Akyab, to the COMMISSIONER OF THE ARAKAN DIVISION. Dated 22nd July 1886.

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9. The entire prohibition of opium will save the present and future generations from threatened ruin. It will push on cultivation, for Arakan has a great part of its land now lying waste, though it has been under the British flag for 61 years, and will result in rapid increase in its population, and thereby in a few years regain the loss of revenue it will sustain at the commencement by entirely prohibiting opium. In this respect we are certain that the Government will not make any mistake. In case the Government finds its inability to realise its lost revenue after, say, five years, the people will be glad and will be in a position to pay an enhanced revenue on land, or anything else which Government may propose, for the purpose of making up the deficiency.

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(6.)

From F. S. COPLESTON, Esq., Commissioner of Excise, Burma, to the SECRETARY to the CHIEF COMMISSIONER, Burma. No. 457—64 E., dated 3rd August 1886.

In compliance with your letter, Financial Department, No. 485—9 E., dated the 21st June 1886, I have the honour to submit my opinion on the expediency of entirely prohibiting opium traffic or opium consumption in Lower Burma.

2. It is unnecessary to dwell on the evils attendant on the consumption of the drug in this province. These have been frequently and graphically described, sometimes with considerable exaggeration; and I assume it to be a proved fact that, except medicinally, the use of opium by the Burmese is an unmitigated evil, and that it has no title to be considered a legitimate luxury in the sense in which spirituous and malt liquors are admitted to be luxuries. It is assumed, too, that all respectable persons among the native inhabitants of the province are opposed to the sale and consumption of opium among members of their race. On the other hand, the use of opium by the Chinese and natives of Madras, who consume a considerable quantity, is not known or believed to work special evil either to individuals or to society, the reason being that these people do not abandon labour and active pursuits in order to eat or smoke opium, and its bad effects are therefore thrown off. The Chinese especially are well nourished, and this fact, too, appears to be an important one. In their case opium may almost be called a legitimate luxury. I am speaking, of course, only of the results of opium-consumption as they appear in this province.

3. The reasons for desiring the entire prohibition of opium in the province are these—

(*a*) The unquestionable serious evil which it works to the Burmese as individuals and to society;

(*b*) The wish of the respectable population for such a prohibition.

The reasons against such a measure are—

(*c*) The loss of revenue which will ensue;

(*d*) The increase of smuggling and law-breaking;

(*e*) The possible death of many Burmese owing to deprivation of the drug;

(*f*) The resulting annoyance and difficulty to Chinese and others to whom opium-eating is not obviously injurious.

It appears to me that the reasons for abolition (*a*) and (*b*) are so strong that almost anything possible should be done to give effect to them. The consequent loss of revenue (*c*) cannot, speaking provincially, be regarded as of any sufficient importance to be an obstacle, even if it be regarded as a total loss; but there can be no doubt that a gradual increase of revenue derived from land and capitation taxes, and other sources, would follow, both directly from the return of idle opium-smokers and eaters to honest labour, and indirectly from increase in the numbers and health of the population. The revenue difficulty is therefore not one which, in my opinion, should be allowed to interfere with prohibition.

The increase of law breaking, that is Excise law breaking, is a real evil, both because the practice of evading the law demoralizes, and because considerable expense might be required to check the illicit dealings, which would undoubtedly tend to become more numerous. On the other hand, possession being penal, it would be far easier to deal with the breakers of the opium law than it is at present; and theft, so constantly the work of opium smokers, and a worse crime than the breach of an excise law, would

certainly diminish. This difficulty, then, seems to me no sufficient ground for opposing prohibition.

Thirdly, it is said, many would die if they could not get opium. I believe that some would do so. Those opium-eaters who would die are, however, men who have already by their excesses ensured an early death; and I do not think the fear of making their decease more speedy is a good reason against prohibition, though I do think it a very strong one against a sudden and unexpected stoppage of supplies. Our hospitals would, no doubt, be crowded with men suffering from the usual results of an interruption of the use of the drug, but this is no great evil. Special temporary measures might become necessary in some parts to provide for the cure of confirmed opium-smokers, and they could be adopted.

I should not anticipate any difficulty on this score and see no reasonable obstacle under this head to a prohibition after notice of the possession of opium.

Lastly, there is the difficulty connected with the Chinese and others. Information as to the extent to which the Chinese consume opium is at present scanty. On the one hand, it is stated that nearly every Chinaman takes opium in one way or another, and, on the other, that only the labouring and lower classes do so. Probably the truth is that a large number do smoke opium, and it is certain also that a large number of the natives of Madras use the drug; and I do not think that at present it would be politic or desirable to prohibit opium entirely in the large centres of the populations of these classes. If it were essential to a scheme for prohibiting opium among the masses of the Burmese, I should certainly say that we might disregard the wishes of the Chinese and natives of Madras, however important these classes may in some respects be. But such a measure is not essential, and I, therefore, adhere to the opinion, which I have before expressed, that opium should be prohibited entirely in all parts of the province except the seaport towns. There are the cases of small classes, such as the Chinese tin-workers of Mergui, for whom special arrangements might possibly be required, but these are minor points.

4. It has been proposed to restrict the consumption of opium to licensed premises, with precautions which it is thought might be sufficient, the number of places of vend being increased. This scheme in no way commends itself to my judgment. I believe that it would be found in a very short time that the attempt to confine the opium within the premises was futile. Nor do I consider the suggestion to employ Government officers to dispense opium as a practicable or politic plan. Such a measure would, it seems to me, lower the Government in the eyes of the people, and would probably fail of the desired result. If the consumption of Government opium were successfully confined to the shops, a free field, within the limits which our preventive system might impose on the circulation of opium of any description, would be left outside them to foreign opium, which pays no taxes; and there is no reason for yielding up the field for smuggling to the Yunnan drug. If we can prevent the circulation of the latter, we can also prevent that of Indian opium, and restriction to the premises is unnecessary. I am only repeating what was said in the Excise Report for 1884–85.

5. I am then of opinion that the possession and use of opium can be and should be prohibited entirely outside the limits of the seaport towns, but should be permitted therein, at any rate, for the present.

It might after some experience be found possible to abolish opium altogether from the province, but this cannot be done suddenly. The reduction in the number of opium shops has in the last few years checked the growth of the habits of opium eating and smoking. The measure I advocate would form a fresh stepping stone from which further progress might hereafter be made.

6. I have not had an opportunity, owing to other pressing work, of consulting in person Burmese gentlemen, but Maung Shwe Go, the Extra Assistant Commissioner of Shwegyin, has favoured me with an expression of the opinion of himself and other Burmans whom he had already consulted in compliance with Mr. Weidemann's instructions. Their opinion is that, while the consumption of opium by the Burmese and Talaings is unnecessary and injurious, and should be prevented as far as possible even by total prohibition, the use of the drug by the Chinese being habitual, and not a cause of crime as in the case of the Burmese, should be permitted.

These gentlemen would, however, only allow the privileges in the seaport towns, where the numbers of the Chinese are large and where effectual supervision can be carried out.

They express agreement with the view set forth in the Excise Report of 1884–85 on this subject.

(7.)

From A. R. BIRKS, Esq., Deputy Commissioner, Kyaukpyu, to the SECRETARY to the CHIEF COMMISSIONER, Burma. No. 183–3—3, dated 27th July 1886.

* * * * * *

2. The respectable Arakanese in this district are, I believe, unanimous in favour of a total suppression of the opium traffic, if it can be effected. The arguments stated in paragraph 11 of the Society's memorial forwarded with your letter appear to me to be unanswerable. I have consulted several native gentlemen on the subject. The opinion of Maung Saw Hla Pru, Myook of Ramree, who is a well-educated Arakanese gentleman, and has great influence in his sub-division, is of value. I have often discussed measures of our policy with him, which he has criticised in an intelligent way. He states that the general opinion is that the action of the British Government in licensing the sale of opium is almost the only portion of their policy which the better class of natives unreservedly condemn.

This officer has reported a very marked improvement in his sub-division since the closing of the opium shop at Kyaukpyu in 1882. I think there can be no doubt that the closing of the opium shop here has diminished the consumption of the drug.

* * * * * *

3. The total suppression of the traffic might not affect this district immediately, but the discredit it would bring on the practice and the moral effect it would have outweighs all minor considerations.

4. Mr. (now Sir Charles) Bernard, in his note of the 23rd December 1880, alludes to the universal wish of the more respectable natives to suppress the traffic altogether, though he believed the evils of the opium smoking to be much exaggerated. I think it would be more in consonance with the extended powers given to natives as members of municipalities and rural boards to meet their wishes on this subject. If they believe, rightly or wrongly, that opium smoking is a harmful and degrading practice, I think we incur a grave responsibility in forcing it upon them.

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(8.)

From LIEUT.-COL. G. A. STROVER, Officiating Commissioner of the Arakan Division, to the SECRETARY to the CHIEF COMMISSIONER, Burma. No. 764–3—12, dated 31st July 1886.

* * * * * *

2. The opinion of Burmese gentlemen regarding the total prohibition of the traffic appears to be somewhat decided. Some are in favour of abolishing the traffic altogether, while others are in favour of limiting and restricting the traffic as far as possible. That opium consumption has had a very pernicious and demoralizing effect upon the inhabitants of the country generally admits of no question. The consensus of opinion, not only of European Government officers connected with the administration of the country, but of all native officials and respectable native gentlemen, is that the introduction and traffic in opium in Lower Burma by the Government has been attended with lamentable results, and that from every point of view it is most desirable that speedy measures be taken either to entirely abolish the traffic or to restrict it within harmless limits, if such can be done.

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(9.)

From COLONEL C. W. STREET, Commissioner of the Pegu Division, to the SECRETARY to the CHIEF COMMISSIONER, Burma. No. 160–1, dated 16th August 1886.

With reference to your letter No. 651–9 P., dated the 26th July 1886, asking for my opinion as to the expediency of entirely prohibiting the use of opium in this province, I have the honour to inform you that the general opinion appears to be that to prohibit entirely the use of opium, if such a prohibition could be effectively carried out, would be very desirable, but to suddenly prohibit its use would have the effect of causing numbers of those who are addicted to it to die.

* * * *

(10.)

From G. L. WEIDEMANN, Esq., Deputy Commissioner, Shwegyin, to the SECRETARY to the CHIEF COMMISSIONER, Burma. No. 835–10, dated 29th August 1886.

* * * * * *

I think that, if we are justified in interfering with the liberty of the people at all, we are justified in interfering to prohibit the consumption of opium. I further think that nothing short of total abolition, whether sudden or gradual, will meet the necessities of the case so far as regards the Burmese.

* * * * * *

If it be a question between gradual and sweeping measures, I should, notwithstanding the present state of the finances, be inclined to advocate the latter. Half remedies have been tried and have failed, and it will, I think, be easier to organise the Excise establishment, which will in all probability be necessary if opium is contraband whenever and wherever found. An exception might be made in the case of foreign residents who have become habituated to the drug; but for them I would establish a special Government agency in order to conduct sales very much as it has been lately suggested that the sale of ammunition should be brought more completely than at present under official control. That complete, or almost complete, prohibition is possible can, I think, be proved by the comparatively small way yet made by ganja, a plant which has the advantage over the poppy, that it is of native growth and easily cultivable in remote clearings.

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(11.)

From W. DE COURCY IRELAND, Esq., Commissioner of the Irrawaddy Division, to the SECRETARY to the CHIEF COMMISSIONER, Burma. No. 2624–13 E., dated 31st August 1886.

* * * * * *

2. Deputy Commissioners have consulted trustworthy and influential members of Burman society, and there is a unanimity of opinion in favour of the total prohibition of the sale of opium. The district officers also entirely agree in the views expressed by the Burmese elders.

3. That the answer of the Burmese to the question would be what it is was never for a moment in doubt. They have for the last 20 years or so answered this question in the same way, and the more experience is gained of the baneful effects of opium the more rooted has become Burmese public opinion in favour of total abolition of its sale.

4. The Burmese are not remarkable for steadfastness in opinions, but on this one question they have never wavered.

* * * * * *

Regarding the opium question in the Irrawaddy division, I cannot do better than refer to the masterly and exhaustive "Note on Opium in Burma," by Mr. G. J. S. Hodgkinson, dated the 5th February 1885. I have attached a copy to this paper for reference.

The results of the partial measures adopted for checking the opium traffic described in the 2nd and 3rd paragraphs of the above are true of this division to-day. In the 8th paragraph the writer says: "If it be objected that the evils of opium amongst the "Burmese are here exaggerated, I can only express my conviction that this is not the "case, and that the evils, so far as they affect the administration of the country, are "more apparent now than they were five years ago; and I appeal with confidence to "any body of representative lugyis to support this opinion." This was written in 1885; and I have now to add that my own limited experience of this division shows that the evils are still rapidly growing. The writer advocated the entire abolition of opium shops, and as an alternative proposition the following:—

(i.) The establishment of shops for consumption of opium on the premises only in certain centres.

(ii.) That the possession of any quantity of opium outside be prohibited and rendered penal.

The latter propositions were on other occasions put forward by a large body of officials, myself amongst the number.

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(12.)

Memo. by G. J. S. HODGKINSON, Esq., Commissioner on Special Duty, Rangoon.
Dated 24th September 1886.

These papers show a remarkable consensus of opinion in favour of the total prohibition of opium either at once or after a time, though in several cases an exception is made of seaport towns, where the number of Chinaman and others who are accustomed to use the drug, and use it for the most part without deleterious effects from excessive indulgences, is very large.

My own views have been set out at length in my memorandum of the 5th February 1885. My recommendations are as follow:—

(*a.*) That the possession of opium should be absolutely interdicted, and all shops for the sale of opium closed throughout the country; or, if this measure is thought too drastic,

(*b.*) (i.) That shops be licensed for the sale or consumption of opium, or the possession only in places where there is a considerable population of Chinamen and natives of India, namely, at—

Rangoon	2
Moulmein	1
Akyab	1
Bassein	1
Mergui	1

(ii.) That the possession of opium in any quantity, no matter how much, outside these shops be prohibited and rendered penal.

* * * * * *

No. 6.—From Colonel G. H. TREVOR, Chief Commissioner, Ajmere-Merwara, to the SECRETARY to the GOVERNMENT of INDIA, Finance and Commerce Department.
No. 371 C., dated 22nd February 1891.

In reply to your letter, No. 4938, dated the 18th October 1890, forwarding a copy of the memorial of the Society for the Suppression of the Opium Trade, and asking for an expression of my opinion and for any remarks I may have to offer thereon, I have the honour to submit a copy of a letter, No. 418 R., dated the 12th of February 1891, from the Commissioner of Ajmere-Merwara on the subject, with the following remarks from myself.

2. The view expressed by Colonel Biddulph that the closing of the opium and chandu shops in Ajmere and Merwara "would not cause any decrease in the use of the drug, "while on the other hand it is far preferable to have these shops under strict supervision "and open to inspection at any time than to have smoking dens which could not be "controlled in the same way," is that under which the existence of the shops has hitherto been justified and is not without force. But I have always felt a doubt as to whether Government should indirectly lend its sanction to the establishment by contractors of what are rightly called "dens," where opium and chandu are smoked on the premises.

3. So far as Ajmere and Merwara are concerned, these dens are not largely frequented, and those who attend them are the dregs of the population, who are not repelled by their unsavoury surroundings and customers, or by the fact that they are constantly visited by the police, to whom they are often convenient as furnishing a ready means for the apprehension of bad characters who are "wanted." They can hardly be said to attract any but the lowest class, and rarely perhaps to inoculate customers who have not previously imbibed the habit of smoking opium and chandu. To close these dens might result in more comfortable, and in the long run more pernicious ones being secretly established by private persons, but there is no safeguard at present against such a contingency, and on the whole I am inclined to think that a contractor who farms revenue from Government should not be allowed to establish shops for the consumption of opium and chandu on the premises, because, rightly or wrongly, such action on his part encourages the idea that Government does not do all it may legitimately be expected to do for the suppression of such consumption, and it is certain that the control it exercises over these shops does not extend to regulating the amount or quality of the drug consumed at them by any individual.

Should the closing of these shops lead to others being opened by private persons, which it would be more difficult to control without more interference than is at present thought expedient, then I am disposed to think that to resort to such interference as may be required would be the lesser evil of the two.

4. It may fairly be asked, "How does the case of shops in which opium and chandu "are smoked on the premises differ in principle from that of shops in which liquor is "drunk on the premises, and why should one be differently treated from the other?" I would reply:

(1.) In the one case the baneful effects of non-interference on the part of the Government are, I believe, much greater than in the other; in respect to the decoctions consumed; in respect to the habit engendered and encouraged; in respect to the vitality, physical and moral, impaired.

A man who frequents a liquor shop is not so likely to become a confirmed drunkard as one who pays even a few visits to an opium den is likely to develop into a confirmed opium-eater or smoker; it is to the interest of a vintner not to let him get intoxicated on the premises for fear the license should be revoked, and for the same reason not to encourage drinking that makes men disorderly. The liquor having issued from a Government distillery its quality has been tested, and, as a rule, it does not pay the vintner to change the quality except by dilution, which is common enough. These conditions do not, I believe, apply to the case of the opium den, at any rate in equal degree. There no attempt is made, or if made, it is more difficult to check excess; and though excess may not lead to crime in the same way as liquor does, it produces a more lasting effect upon the individual, and through him or her on future generations.

(2.) The community that would be affected by the suppression of opium dens in India is very much smaller than that which would be affected by the suppression of shops where liquor may be drunk on the premises. In some parts it is possible that the number of those who take a little opium is not much less than the number who drink a little liquor, but an infinitesimal fraction of the former resorts to opium dens, and my present remarks do not contemplate fresh interference with shops at which opium sold is not consumed on the premises.

From the COMMISSIONER of Ajmere-Merwara to the CHIEF COMMISSIONER, Ajmere-Merwara. No. 418 R., dated 10th February 1891.

With reference to your office memorandum, No. 1,200, dated the 3rd November last, giving cover to Government of India, Finance and Commerce Department, No. 4,938, dated 18th October 1890, forwarding for opinion printed copies of a letter and memorial from the Chairman of the Society for the Suppression of the Opium Trade, I have the honour to state as follows:—

2. The Society assert that the use of opium is on the increase in India, and recommend that the Government of India should close the shops for the retail sale of opium to be consumed both in and off the premises, and more particularly the former. They also give in their memorial a comparative statement showing the increasing number of shops in certain parts of the country for the ten years up to 1888–89.

3. I beg to subjoin a table showing the number of licensed shops in the districts of Ajmere-Merwara during the past five years:—

Year.	Ajmere.		Merwara.	
	Opium Shops.	Chandu Shops.	Opium Shops.	Chandu Shops.
1885–86	8	4	1	1
1886–87	8	4	1	1
1887–88	9	4	1	1
1888–89	9	4	1	1
1889–90	9	4	1	1

The number given above is in no way excessive.

4. In the districts of Ajmere and Merwara, Part I., Chapter II., of the Opium Rules (cultivation, manufacture, possession, and sale) applies only to the municipal limits of

Ajmere, Beawar, and Kekri, and the cantonment limits of Nusseerabad, while in the other parts of the two districts the cultivation of the poppy and the manufacture, possession, and sale of opium and poppy-heads in any quantity are permitted absolutely under section 16 of the said rules. If, then, the shops for the retail sale of opium be closed, people who are addicted to the use of the drug will most assuredly buy it outside the limits of the defined areas, where they will be able to purchase it at a less cost than they at present pay in the towns. As it is the contractor complains bitterly of the people of Beawar buying their opium to a large extent from dealers outside the municipal limits. It is also particularly certain that opium would be smuggled into the defined areas.

With reference to the suggested closing of the chandu shops, I am of opinion that it would result in the opening of private smoking dens which should in all probability be far more comfortable than the present establishments and tend rather to attract than to repel new smokers. I am of decided opinion that the closing of the opium and chandu shops would not cause any decrease in the use of the drug, while, on the other hand, it is far preferable to have these shops under strict supervision and open to inspection at any time than to have smoking dens which could not be controlled in the same way.

5. With regard to paragraph 9 of the memorial, which alone applies to Ajmere, I have nothing to add to what I have stated in paragraph 3 of this letter.

No. 7.—From C. A. GALTON, Esq., Secretary to the Government of Madras, Revenue Department, to the SECRETARY to the GOVERNMENT OF INDIA, Finance and Commerce Department, No. 221, dated 19th March 1891.

In reply to your letter No. 4,938, dated 18th October 1890, forwarding, for the remarks of his Excellency the Governor in Council, a memorial presented to the Right Honourable the Secretary of State by the Society for the Suppression of the Opium Trade, I am directed to forward the marginally-noted proceedings of the Board of Revenue and to offer the following remarks.

Dated 17th February 1891, No. 65.

2. So far as this Presidency is concerned, the facts adduced by the memorialists are contained in paragraph 15 of the memorial. In that paragraph the memorialists institute a comparison between the revenue receipts of 1888–89 and those of 1879–80; but no inference of any value can be drawn from this comparison, as one large source of revenue, consisting of the fees levied for licenses for the sale of opium, and for the manufacture and vend of intoxicating drugs, was absent in 1879–80, the rules in this respect having been put into force for the first time only in July 1880. Since the introduction of these rules the statistics in regard to opium and other intoxicating drugs have been as shown in the margin, and these figures clearly show that, so far as this Presidency is concerned, there is no ground for the apprehension expressed in paragraph 4 of the memorial that local officers may regard the revenue as their first consideration and the limitation of consumption as quite secondary.

Years.	Quantity of Opium consumed.	Number of Places of vend for Opium and other intoxicating Drugs.*	Revenue.
	lb.		Rs.
1880–81	53,942	1,208	6,30,751
1881–82	99,520	1,021	4,03,519
1882–83	77,182	1,091	5,61,501
1883–84	76,578	1,107	5,96,615
1884–85	74,605	1,089	6,12,885
1885–86	62,806	1,062	7,11,150
1886–87	68,178	1,163	6,21,780
1887–88	66,824	1,157	5,96,155
1888–89	67,042	1,172	6,32,041
1889–90	67,224	1,052	5,93,967

3. The memorialists next refer to the evidence given by Sir T. Pycroft† and Mr. E. F. Harrison before the Select Committee in 1871 and 1872, to the effect that there was practically no consumption of opium in this Presidency. In regard to this I am to observe that a similar opinion was long entertained* by this Government as the result of special inquiries made on the subject about the year 1855,† but that this opinion was abandoned 20 years later when a careful further inquiry showed that it did not represent the actual facts.‡ but that on the other hand there was a large consumption of opium in the four northern districts of Ganjam, Vizagapatani, Godavari, and Kistna.

* G. O. No. 1716, dated 17th December 1859.

† Letter to Government of India, No. 1,226, dated 15th July 1871.
Letter to Government of India, No. 1,230, dated 15th July 1871.
Letter to Government of Bombay, No. 603, dated 15th April 1872.
Letter to Government of India, No. 1,629, dated 29th November 1872.

† E.M.C., No. 583, dated 15th May 1855, and letter to Government of India, No. 584, dated 15th May 1855.
Letter to Government of India, No. 702, dated 11th June 1855.
Letter to Government of India, No. 909, dated 26th July 1855.

‡ G.O. No. 518, dated 29th April 1874.

4. The memorialists next comment upon the statements contained in the progress and condition reports for 1884–85 and 1887–88 relative to the free grant of licenses in some of the hill tracts and the supply of opium to the people in the hill tracts of the northern districts of the Presidency at a lower price than elsewhere. The memorialists have not correctly apprehended the policy of Government in this matter. A perusal of the appendix attached to the Board's Proceedings forwarded herewith will show that this Government has been endeavouring to reduce the consumption of opium in these tracts as much as possible, and that if any leniency was shown in the matter at first, it was only out of deference to the consideration that a sudden change might be productive of more harm than good among a population addicted by long habit to the use of the drug.

5. As regards the proposal made in paragraph 18 of the memorial, I am to state that his Excellency in Council agrees with the Board of Revenue in thinking that opium dens, such as those described in the appendices to the memorial, do not exist in this Presidency, and that, so far as there do exist shops where opium is bought and consumed on the premises, the provisions always inserted in the licenses for the vend of opium and for the manufacture and sale of intoxicating drugs, with a view to secure decency and good order in the place of vend, have been found to be quite sufficient to prevent the occurrence of scenes such as those to which the memorialists refer.

EXTRACT from the Proceedings of the Government of Madras, Revenue Department, No. 220, Revenue, dated 19th March 1891.

Read the following—

Proceedings of the Board of Revenue, No. 65 (Separate Revenue), dated 17th February 1891.

Read the following—

From J. F. FINLAY, Esq., Deputy Secretary to the Government of India, Finance and Commerce Department, to all LOCAL GOVERNMENTS AND ADMINISTRATIONS, No. 4,938, dated 18th October 1890.

I am directed to forward copies of a letter from the Chairman of the Society for the Suppression of the Opium Trade, enclosing copy of the Resolutions adopted by that society on the 3rd June 1890, and of a memorial addressed to Her Majesty's Secretary of State by the same society, together with a reprint of the passages to which references are made in the appendix to the memorial.

2. I am directed to request that you will submit, for the consideration of the Government of India, any remarks which his Excellency the Governor in Council may desire to make on these papers. The general questions raised in the memorial should be discussed so far as they affect the Madras Presidency, and the suggestion made in paragraph 18 of the memorial regarding the grant of licenses for the retail sale of opium to be consumed on the premises should be specially considered. Your reply should also notice any particular statements regarding Madras contained either in the memorial or in the extracts referred to in the appendix.

ENDORSED by the GOVERNMENT OF MADRAS, No. 7,046-R., dated 18th November 1890.

Referred to the Commissioner of Salt, Abkari and Separate Revenue for early report.

RESOLUTION. — The only portion of the memorial which has special application to Madras is paragraph 15.

2. With reference to the remarks regarding increase of opium revenue in this province, the Board begs to point out that in 1879–80, the year selected by the memorialists for comparison with the present figures, no rules had yet been framed under the Opium Act (I. of 1878—India), and the only opium revenue realised was a duty on import and export, and the export was, of course, practically *nil*. Since the rules framed under

the present Act came into force in July 1880, revenue is derived from the following sources :—

(*a.*) A pass duty (Rs. 5 per lb.) on opium imported into the Presidency ;

(*b.*) The sale by auction of the right to sell opium, and to manufacture and vend intoxicating drugs prepared from the poppy ;

(*c.*) Fees levied on licenses for the sale of poppy-heads.

COLLECTIONS according to the Demand, Collection, and Balance Statements.

	Pass Duty.	Other Receipts.	Total.
	Rs.	Rs.	Rs.
1880–81	4,74,967	1,55,784	6,30,751
1881–82	2,06,410	1,97,109	4,03,519
1882–83	3,08,000	2,53,501	5,61,501
1883–84	3,59,800	2,36,815	5,96,615
1884–85	3,54,200	2,58,685	6,12,885
1885–86	3,54,550	3,56,600	7,11,150
1886–87	3,04,850	3,16,930	6,21,780
1887–88	3,27,600	2,68,555	5,96,155
1888–89	3,66,100	2,65,941	6,32,041
1889–90	3,36,700	2,57,269	5,93,969

NOTE.—In the Finance and Revenue accounts of the Government of India, the opium receipts of this Presidency prior to 1880–81 are shown as *nil*. The realisations from the duty referred to above would come under "Customs," but there is no separate sub-heading, and the Board does not know whence the memorialists obtained their figure for 1879–80.

Deducting the pass duty realised on opium supplied to the Native States of Travancore and Cochin, the amount realised in each year since 1880–81, the first in which the present system was in force, was as shown in the margin. It will be observed that, taking one year with another, there has been no material increase; and that the receipts for 1889–90 are lower than in any year since 1882–83 :—

3. The following statement shows the number of licenses issued for the sale of opium and intoxicating drugs during the same period :—

	Opium.	Intoxicating Drugs.	Total.
1880–81	1,041	167	1,208
1881–82	878	143	1,021
1882–83	946	145	1,091
1883–84	986	121	1,107
1884–85	982	107	1,089
1885–86	960	102	1,062
1886–87	1,045	118	1,163
1887–88	1,157		1,157
1888–89	1,172		1,172
1889–90	1,052		1,052

It will be observed that though there was, as quoted out by the memorialists, a trifling increase in 1888–89 as compared with the year preceding, there was a considerable reduction in 1889–90, and that the number of shops in that year was less than in any period since 1881–82.

4. The Board is unable to understand the statement quoted by the memorialists that "there is practically no consumption of opium in the province." It is well known that opium has always been largely consumed in the Northern circars, and more especially in the hill tracts, though not, speaking generally, to any deleterious extent, as is proved by the generally fine physique of the opium-smoking classes.

5. The memorandum appended to these proceedings gives a history of the special measures adopted to obviate a too sudden enhancement of price in the agency tracts of Ganjam, Vizagapatam, and Godavari. It will be seen that the measures adopted were necessary to prevent serious discontent and distress among the hill people to whom opium had become almost a necessary of life ; that the system of issuing free licenses for retail vend is at present in force only in the Ganjam Maliahs and in portions of the Vizagapatam agency tracts ; and that the retail price has been gradually raised from 5 tolahs per rupee to from $3\frac{1}{2}$ to $2\frac{1}{2}$ tolahs.

The Government is aware that the opium traffic is carefully watched by the agents and their assistants, and that, so far from "teaching the people to rely on opium as a febrifuge," we are doing all we can to gradually wean them from their hereditary habit of using it on all occasions.

6. With reference to paragraph 18 of the memorial it must be observed that, whatever the truth of the highly coloured accounts of "opium dens" furnished in the memoralists' appendix, they do not in the least apply to this Presidency. The Board's

assistant secretary recently, at the desire of the Commissioner, visited most of the places in the Madras town where, if anywhere, "opium" dens would exist, and reports thereon as follows:—

(1) "Most of the smoking dens were visited, and in each from 10 to 20 smokers were seen. They were of all ages—from 20 to 60 years of age—and comprised both Muhammadans and Hindus. Several professions were represented—jutka drivers, native doctors, musicians, professional beggars, butchers, sweetmeat sellers, and petty shopkeepers. Some were smokers of a few months, some of 20 and 30 years' standing.

(2) "In most cases the smokers left immediately after they had finished their smoke. They purchased 8 pies to 2 annas and 6 pies worth each. Each smoker usually brought some sweetmeats or sugarcane with him and ate or chewed it while smoking. This, it was said, was done as the opium produced a bitter taste in the mouth.

(3) "To see any smoker more affected than a man who had taken his usual glass of liquor was very rare, and in such cases it was said that the man had either taken his smoke out of time or had smoked more than he was used to.

(4) "No women or children were seen in the dens, and it was stated that they do not frequent them.

(5) "Cases of emaciation from the effects of opium-smoking were not seen. Many of the old smokers seen were, on the contrary, very robust and well-conditioned; notably among these might be mentioned the keeper of one of the dens, a Chinaman who is reported to have smoked for over 30 years and who is now over 50 years of age; a vendor of country spirits, a smoker for over 20 years; and a Muhammaden Hakim of about 45, who has smoked for over 10 years.

(6.) "Most of those spoken to admitted that the habit once contracted was difficult to give up, but they said that it did them no more harm than the workman's glass of liquor did, if they did not exceed their usual quantity.

(7) "Several complaints were made that the opium was now so dear, that what a few years ago cost 3 or 4 pies could not be purchased for 1 anna."

7. The licenses for retail shops for the sale of opium or of intoxicating drugs made from the poppy always stipulate that the shop shall be closed and no person harboured therein at night time; that no gaming or disorderly conduct shall be permitted; and that persons of notoriously bad character shall not be permitted to resort thereto. The exchange of opium, &c., &c., for anything but coin is also prohibited—*vide* Forms III. to VI. attached to the opium rules sanctioned in G. O. dated 17th June 1880, No. 685, Revenue.

8. The Board considers that these precautions are ample, and that to forbid consumption on the premises altogether as desired by the memorialists would be an unjustifiable restriction on the tastes and liberty of an orderly and respectable section of the population. Moreover, it seems hardly open to question that it would be a step of more than doubtful propriety to transfer the indulgence in the vicious habit denounced by the memorialists from such establishments to the homes and family circles of its victims.

APPENDIX.

Administration of Opium Revenue in the Hill Tracts of the Ganjam, Vizagapatam; and Godavari Districts.

The Opium Act of 1878 was extended to this Presidency only in 1880, and the rules passed thereunder for the control of the opium traffic came into force only on the 1st July of that year. The restriction imposed by these rules led to a marked rise in the price in the hill tracts of Vizagapatam from 5 or 6 tolahs per rupee to 2 tolahs, and in some parts opium was not procurable at all. This produced serious discontentment and distress among the people, who consume opium largely, the drug being almost a necessary of life in those parts, and it was therefore found necessary to take steps to make it available in sufficient quantities at a reasonable price. The Collectors of Ganjam and Godavari were also requested to state whether the rise in the price of opium consequent on the levy of a pass duty was giving rise to distress or discontentment in the hill tracts of their districts, and whether any special measures were necessary.

2. The measures finally adopted for the agency tracts in the three districts are noticed below.

3. *Vizagatapam.*—Mr. Garstin, the then Collector, suggested that the opium required for consumption in the hill tracts might be imported by Government and stored in

depôts centrally situated for sale to the retailers at cost price. It was proposed that some of the hill mittadars and heads of villages should receive free licenses as retail vendors; that the inferior kinds of opium should be sold by Government at 5 tolahs a rupee; and that the price of superior qualities should be gradually raised, the retail price being fixed at 4 tolahs per rupee at first and subsequently at $3\frac{1}{2}$ tolahs. The system of selling opium to the vendors on behalf of Government was introduced on 1st April 1881. The opium imported by Government was sold only in the hill tracts above the Ghâts at $4\frac{4}{9}$ or $4\frac{1}{2}$* tolahs per rupee to the vendors (irrespective of quality) who sold it to the people at not less than 4 tolahs; while in the agency tracts below the Ghâts the opium was supplied by native enterprise.

* Collector's report in Board's Proceedings No. 257, dated 25th January 1882.

4. In March 1882 the Government approved† of the Collector's suggestion to sell the first two sorts of opium to licensed vendors at 4 tolahs per rupee, and the third sort at $4\frac{1}{2}$ tolahs. The retail price of the first and second sorts rose from 4 to $3\frac{1}{2}$ tolahs per rupee. The third sort was sold to the vendors at $4\frac{1}{2}$ tolahs, and they retailed it at 4 tolahs. The fourth and fifth sorts were sold to the vendors at 6 tolahs, and they sold it to the people at $5\frac{1}{2}$ tolahs. Under this arrangement a portion of the duty had to be foregone, but as opium is to some extent a necessary of life in these feverish tracts, the Board did not think it advisable to enhance the price considerably until more experience was gained.

† Board's Proceedings No. 257, dated 25th January 1882, and G. O. dated 23rd February 1882, No, 22.

5. In its Proceedings No. 350, dated 2nd February 1884, the Board recommended that the supply of opium to the hill tracts might be safely left to private enterprise from 1884–85. A contractor agreed to bind himself to supply the shopkeepers licensed by Government at $3\frac{1}{2}$ tolahs per rupee, and the retail price rose to 3 tolahs per rupee, while the price in the ordinary tracts was 2 to $2\frac{1}{2}$ tolahs. In 1885–86, 1886–87, and 1887–88, the supply monoply was disposed of by tenders, and the retail price underwent no alteration. As this system was not, however, found to work satisfactorily, the Board approved of the Collector's proposal to revert to the old amani (Government management) system from 1888–89, the monopoly of vend being sold in auction in selected localities, and the retail price of opium being restricted to 3 tolahs per rupee as formerly. This was sanctioned as a temporary measure for one year, but as there was only one bidder in 1889–90, whose terms were unreasonable, the amani system was continued in 1889–90. The privilege of retail vend in shops was sold by auction in selected localities, fixed fees were paid for shops in some portions, and free licenses were issued only for shops whose average annual consumption was less than 1,000 tolahs. The retail selling price was enhanced to $2\frac{1}{2}$ tolahs per rupee, except in the Gudem hills and in the Paderu and Malkenjeri taluks, where it was fixed at 3 tolahs. During the current year the amani management has been discontinued, and the retail price in the excepted tracts above-mentioned enhanced to $2\frac{3}{4}$ tolahs per rupee.

6. *Godavari.*—The Board proposed that the agency tracts in the Godavari district should be treated in the same way as the Vizagapatam Maliah tracts, and that a remission of the pass duty should be granted, but the Government thought it unnecessary to undertake the supply under the amani system, as no distress or discontentment had been felt in the hill tracts on account of the rise in the price of opium. The agents of the mittas and heads of villages, and such other persons as the Collector deemed fit, were granted free licenses. It must, however, be observed that the issue of free licenses did not cheapen the price of opium, which remained as high as $2\frac{1}{2}$ or 3 tolahs per rupee.

7. In its Proceedings No. 1699, dated 19th May 1884, the Board approved of the Collector's proposal to put up to sale by auction the right of vend in certain villages, while as regards the rest it was directed that free licenses for new shops should not be issued except with the Board's special sanction. In August 1889 the Board recommended that the privilege should be sold by auction throughout the agency tracts on the following conditions:—

(i.) That the opium sold shall be of good quality;

(ii.) That not less than $3\frac{1}{2}$ tolahs shall be sold for a rupee;

(iii.) That the maximum quantity to be sold to a single individual should be restricted to 6 tolahs; and

(iv.) That free licenses should be issued only when a shop does not find a purchaser.

G.O. dated 18th October 1889, No. 848.

This was approved‡ by Government and has been brought into effect during the current year.

8. *Ganjam.*—From the Collector's reply to Board's Proceedings No. 51, dated 17th January 1881, it was evident that there was no regular traffic in opium in the hill tracts of this district, and the Government consequently approved of the Board's proposal to grant free licenses in localities in which there was any demand.

9. From the above it will be evident that the system of issuing free licenses for the retail vend of opium is at present in force only in the Ganjam Maliahs and in portions of the Vizagapatam and Godavari Agency tracts in localities in which there is very little traffic in the drug, and where, owing to difficulty of communication and other causes, it would be felt as a hardship to deprive the people of the opportunities of obtaining this drug when necessary.

No. 8.—From J. A. CRAWFORD, Esq., Secretary for Berar to the Resident, Hyderabad, to the SECRETARY to the GOVERNMENT of INDIA, Finance and Commerce Department. No. 89 of 1891, dated 20th March 1891.

SIR,

I AM directed to acknowledge the receipt of your letter, No. 4,938, dated 18th October last, calling for remarks on certain papers received from England regarding the sale of opium and other intoxicating drugs, and to state as follows:—

2. It is true, as stated in those papers, that the number of licensed shops in the Hyderabad Assigned Districts had between the years 1879–80 and 1888–89 increased from 532 to 604, and, except in so far as it may be accounted for by the increase of the population and of wealth, Sir Dennis Fitzpatrick cannot find that there was any reason for the increase. From the 1st of April 1890, however, the number of shops was reduced to 587, and the Commissioner has now been directed to reduce it by at least 50 more, following the principles recently laid down for his guidance in the case of liquor shops, and to report how much further it can be reduced.

3. As regards the matter of consumption on the premises, there is at present no direct prohibition of consumption there, it having been thought sufficient to provide under a penalty that no intoxication shall be permitted on the premises, and indeed it would be obviously impossible to prevent a purchaser swallowing before he leaves the premises the very minute dose of opium which he buys. As a matter of fact, it is believed that drugs which are swallowed are, as a rule, not consumed on the premises, but maduk, in which form opium is smoked, though only to a limited extent in the Hyderabad Assigned Districts, is commonly smoked on the premises. The Resident, however, has now directed that a clause shall be inserted in all future licenses for the retail sale both of drugs and liquor, providing under a penalty that no persons shall be allowed to collect or loiter on the premises, and in the case of drug licences, that no smoking of drugs shall be permitted on the premises. He has further directed that the police shall be specially instructed to insist upon the enforcement of this condition, and that the manner in which it is enforced shall be noticed in the annual Excise reports.

4. As for the suggestion made by the Society for the Suppression of the Opium Trade, "that the Government of India should be directed to use the absolute discretion conferred on it by the Indian Opium Act of 1878, * * * by the adoption of measures having for their object to limit the sales of opium to that which is necessary for medical use," Sir Dennis Fitzpatrick will not go so far as to say that this would be impossible in a territory isolated from opium-producing tracts, and in which the use of opium had been previously little, if at all, known; but in the various parts of India in which he has served, the practice of eating or smoking opium has come down from a period anterior to our rule; opium, if not got in one way, can be got in another, and any proposal absolutely to prohibit the use of it now would, in his opinion, be so completely beyond the range of practical politics as to be scarcely worth discussing.

5. There seems to be no doubt that there are, or until the other day have been, places in India where, owing to a want of proper supervision and control, abuses have prevailed like those described in these papers, and which at least strike one with greater horror than any corresponding abuses in countries where people are demoralised by drink, but the Resident would affirm without fear of contradiction, that, speaking generally, the evils arising from indulgence in drink in England are vastly greater than those arising from indulgence in opium in those parts of India with which he is acquainted, and yet he presumes no responsible person would think of suggesting that the sale of intoxicating liquor in England, except for medicinal purposes, should be absolutely prohibited by law.

6. That persons are found to suggest such a prohibition in regard to opium in the most general terms for the whole of British India is, he suspects, due, apart from the appalling but remediable abuses now brought to light in particular places to two causes, viz., first that while the drinking of alcohol seems to those persons the most natural thing in the world, the eating or smoking of opium even in moderation presents itself to them as a strange, wild, and unnatural sort of indulgence, deserving of no consideration whatsoever; and, secondly, that they imagine that the Government of India as a despotic government can do anything not naturally impossible. Hence they feel no hesitation in recommending the universal prohibition of the sale of opium, except for medicinal purposes, and they suppose that such a measure could be easily carried out by the exercise of the "absolute discretion" conferred by the Indian Opium Act.

7. Now upon this it may be observed, to begin with, that, though the Indian Opium Act of 1878, like some other Acts passed about the same time, confers upon the executive authorities a latitude of discretion which from a constitutional point of view Sir Dennis Fitzpatrick has always regarded as excessive, it will nevertheless be perfectly clear to anyone who studies that Act, and bears in mind the state of things under which it was passed, that it was never intended to confer upon the executive authorities power to do anything of the sort now proposed, and that to attempt to do under it anything of that sort would be a very gross abuse of the powers which it confers.

8. Further, supposing this difficulty to be got over, the question would remain whether it would be justifiable or expedient to take such action, and the Resident is decidedly of opinion that it would not. In the first place, he is of opinion, though doubtless some persons will differ from him on this point, that it would involve an interference with individual liberty far in excess of what is justified by the nature and extent of the evils which necessarily result from the use of opium, that is to say, of the evils which do not admit of being checked by a stricter system of supervision and control; and in the second place, supposing considerations of this sort, which even the most despotic government cannot venture to disregard could be set aside, he is convinced that such a measure would be practically unworkable, and would lead to vastly more mischief than it would succeed in preventing.

9. Everyone who has had experience of the working of the opium law knows that opium, owing to its extremely small bulk and the facility with which it can be stowed away, presents facilities for smuggling and clandestine sale immensely surpassing those presented by any other commodity in ordinary use.

As it is, our officers are driven to their wits' ends to suppress the limited and not very highly organised system of illicit traffic which has been evoked by our severe duties on opium, and if we were to make it impossible for those addicted to the use of opium to get anything but contraband opium, a system of illicit traffic would inevitably be started on such a scale and with such an organisation that we should be utterly powerless to cope with it. Speaking generally, 10 grains would be an ordinary daily allowance to an opium eater, 20 grains would be a very full daily allowance. A seer of opium contains 1,440 times 10 grains, and would be quite a stock in trade, and yet it is a very small thing, for opium is a heavy substance. Let anyone picture to himself the difficulty of detecting the smuggling and surreptitious sale over an immense extent of territory, and for the supply of many millions of consumers of such a commodity, and let anyone who knows this country picture to himself what the attempt to suppress it here would mean. The imagination, at least the imagination of an ordinary practical man, refuses to conceive the establishments that would be required for such a purpose, and to anyone who knows the class of persons who would have to be employed for such a purpose there the prospect of oppression, corruption, and extortion which the suggestion opens out is truly appalling. No doubt, if we covered the whole face of the country with a network of preventive establishments, and resorted to an extreme of severity whenever we got a conviction, we should succeed in diminishing to some material extent the consumption of opium, but the advantage thus gained would be as nothing compared with the evils to be set against it.

10. For these reasons the Resident is of opinion, with all deference to those who have put forward this proposal, that, subject to a possible exception in the case of districts which are isolated from opium-producing tracts and in which the use of opium has not yet become established, the idea of prohibiting the sale of opium, except for medicinal purposes, may be at once put aside as wholly impracticable.

There are in his opinion only two ways in which we can check the evils which form the subject of this correspondence. The first is by putting on duties so severe as to raise the price of opium to the highest figure to which it can be raised without unduly stimulating illicit trade and thereby defeating our object. We have already, I am to

say, carried this so far in the Hyderabad Assigned Districts that opium there sells to the small retail purchaser for its weight in silver. The other way is by a strict system of control and supervision. We have not as yet, it is true, done all that can be one in this direction, but we are endeavouring to do it, and we shall always be glad to eceive suggestions from outside as to how it should be done.

No. 9.—From R. SMEATON, Esq., C.S., Secretary to Government, North-Western Provinces and Oudh, to the SECRETARY to the GOVERNMENT of INDIA, Finance and Commerce Department. No. 57 of 1891, dated 20th March 1891.

SIR,

I AM directed to acknowledge your letter No. 4,938, dated the 18th October 1890, with which were forwarded, for any remarks the Lieutenant-Governor and Chief Commissioner might desire to make, papers received from the Chairman of the Society for the Suppression of the Opium Trade.

2. The exaggerated and inaccurate nature of the statements on which the memorial addressed by the Society to Her Majesty's Secretary of State for India is mainly founded was explained in paragraph 2 of my letter No. 433, dated the 28th November 1889, to your address. Mr. Caine's account of the "opium den" in Lucknow has already formed the subject of inquiry and correspondence. The account given by the special commissioner of the "Bombay Guardian" of the similar place at Allahabad consists mainly of a report of a conversation purporting to have been held between the special commissioner and the frequenters of the den. This gentleman was obliged to utilise the services of an interpreter, who appears to have explained matters, as guides are apt to do, in a manner which he thought would be gratifying to the commissioner. But he was abusing even the most blind credulity when he informed the special commissioner that the opium eaters before him were asserting that a memorial for the prohibition of the drug would probably be signed by every opium consumer in Allahabad. It is hardly conceivable that he could have expected to be believed when he made it appear that habitual opium smokers were expressing themselves to a stranger as desirous of foregoing the use of the drug for the sake of public reform.

3. In this connexion I am to point out that if every shop licensed for the sale of opium were at once abolished, the drug would unquestionably be consumed by those who indulged in it at their own homes; and that if the Government levied no excise on opium, the consumption of the drug would without doubt be enormously increased. The poppy is very extensively grown in the North-Western Provinces and Oudh; and very great facilities for its illicit sale and consumption necessarily exist even under the present restrictions. Any relaxation of Government interference would result in greater opportunities for illicit consumption and in a large increase in the number of opium consumers.

I am to refer to paragraph 21 of the Resolution of this Government, No. $\frac{222}{\text{XIII.-38}}$, dated 4th August 1890, to show that the restriction engages its attention.

4. With reference to paragraph 3 of the memorial, I am to remark that, whatever the rise in the number of opium shops since 1879–80 may have been, there are now fewer shops of this kind in the North-Western Provinces and Oudh than in any other province of India, except Burma and Assam. Shops for the sale of ganja, hemp, &c., are more numerous in comparison, because it is in these provinces, and especially in the eastern districts, that these drugs are mostly grown and used. In this case too the effect of removing the excise would in all probability be to increase the consumption of these drugs. The sale being under Government control any tendency to increase the number of these shops unnecessarily has always been closely watched by Government, as the figures given in the memorial and reproduced below will show:—

Year.	No of Shops for the Sale of Drugs.
1883–84	4,799
1884–85	4,897
1885–86	4,785
1886–87	3,757
1887–88	3,857
1888–89	3,878

5. As regards paragraphs 4 and 7 of the memorial, I am to say that the figures given are substantially correct. The question of the consumption of hemp drugs, opium, madak and chandu was fully discussed in the resolution above quoted. I am to invite attention to that portion of paragraph 20 of the resolution which deals with opium shops, as evidencing the feeling and action of this Government in the matter. The Lieutenant-Governor and Chief Commissioner is of opinion that the policy of opening new shops for the sale of opium is questionable. The number of shops has no doubt risen from 792 in 1879 to 1,084 in 1888 (to quote the figures given); but this has been mainly due to the necessity of choice between two evils, viz., increased illicit use of opium on the one hand, or increased number of places where licit opium may be bought on the other. The Government prefers to choose the latter, and lesser, of these evils.

6. I am also to invite attention to paragraph 18 of the resolution quoted above, which deals with hemp drugs. The number of shops in 1888–89 was only one to every 11,300 persons.

7. As regards paragraph 18 of the memorial, I am to invite a reference to paragraph 21 of the resolution (No. 223, dated 4th August 1890) on the last provincial excise report. It was there shown that there had been from year to year a continuous decrease in the number of the so-called "opium dens." At the close of the excise year ending 30th September 1889 there were only 54 madak and chandu shops (that is, shops for the consumption of opium on the premises) in the 49 districts of the North-Western Provinces and Oudh—with their population of about 48 millions—as compared with 324 shops at the close of 1883–84. During the current excise year this number has been still further reduced to 26, as shown in the margin; and in 31 districts out of 49 there are now none of these shops in existence.

Districts.	No. of Shops.	Districts.	No. of Shops.
Dehra Dún	1	Allahabad	2
Meerut	1	Jáunpur	1
Aligarh	2	Azamgarh	1
Agra	2	Mirzapur	2
Farukhabad	2	Benares	2
Moradabad	1	Jhánsi	1
Budaun	1	Lucknow	2
Bareilly	1	Fyzabad	2
Pilibhít	1		
Cawnpore	4		26

8. Turning to the appendix to the memorial, I am to observe that Mr. Caine (page 2) writes: "In the city of Lucknow there are 30 distilleries of native spirits, 201 liquor "shops, 24 opium shops, and 92 for bhang and other intoxicating drugs." The assertion is of characteristic inaccuracy and hardihood. In the whole Lucknow "district"—an area of about 1,000 square miles, with a population of nearly 700,000—there were during 1888–89 one distillery, 136 shops for the retail vend of country spirits, 86 drug shops, 3 madak and chandu shops (the so-called "opium dens"), and 27 opium shops not licensed for consumption on the premises. There seems to the Lieutenant-Governor and Chief Commissioner to be little practical usefulness in engaging in a never-ending discussion on the merits or demerits of the Indian Excise system with critics who have shown themselves quite incapable of understanding the uses of accuracy; whose object is not to prove their contentions, but to impress the general public, and to that end to declaim and to denounce; and who cannot therefore be expected to forego their methods of controversy before the most cogent reasoning or the most unanswerable statistics.

9. I am to point out that Mr. Caine is equally wrong (page 3 of the Appendix) in confusing "double revenue" with "double consumption." Inquiry shows conclusively that the increased revenue is very largely due to increased stringency on the part of Government, and to the persistent suppression of illicit traffic.

10. As regards the temperance movement to which Mr. Caine refers, I am to invite attention to paragraph 7 of the resolution (No. 223, dated 4th August 1890) on the Excise Report referred to above, where the Lieutenant-Governor and Chief Commissioner alluded to the growth of a temperance movement in these provinces. The Government will always be glad to welcome such movements on the part of the people.

No. 10.—From R. G. THOMSON, Esq., Officiating Revenue Secretary to the Government of the Punjab, to the SECRETARY to the GOVERNMENT of INDIA, Finance and Commerce Department. No. 642, dated 24th March 1891.

I am directed to acknowledge the receipt of your letter No. 4,938, dated 18th October 1890, forwarding copies of a letter from the Chairman of the Society for the Suppression of the Opium Trade and of a memorial addressed to Her Majesty's Secretary of State by the same society, and asking that any remarks which his Honour the Lieutenant Governor may desire to make on these papers may be submitted for the consideration of the Government of India.

2. In reply I am directed to forward a copy of a letter No. 66, dated 30th January 1891, from the Financial Commissioner, Punjab, with its enclosure, in which the facts and statistics in regard to the consumption of opium and drugs in the Punjab are clearly set forth and the statements concerning this province contained in the papers forwarded with your letter under acknowledgment are discussed. Briefly, the facts in regard to the Punjab may be summarised as follows :—

Opium-smoking shops are now prohibited in the Punjab.

The figures regarding the increase of opium and drug-shops in this province, referred to in the enclosures of your letter under reply, are erroneous and misleading. The increase indicated by the figures is explained by the fact that since 1887 the returns show the number of shops, and not merely the number of licenses as was previously the practice, when one license frequently covered several shops.

The consumption of opium has been restricted of late years through Government's action in—

(1) Checking the smuggling of Malwa and Nepal opium.

(2) Rendering it penal for cultivators to consume opium grown by themselves.

The ratio of consumption of opium to population is not so high as to be a cause of anxiety in regard to the health and morals of the people. In the few tracts where the habit may be said to be general among certain classes of the population it is of old standing, and does not seem to do so much harm as might be expected. The people, on the contrary, assert that they find it a protection against fever.

Of hemp drugs, ganja is not consumed in the Punjab. The consumption of bhang and charas increases at a very slow rate. The revenue derived from the taxation of these drugs is unimportant. The question of further taxation is about to be considered by Government.

3. Six copies of maps showing the consumption of opium, charas, and bhang in the Punjab are enclosed herewith. These maps will be found published with the Punjab Excise Report of the year 1889–90.

From D. C. JOHNSTONE, Esq., Junior Secretary to Financial Commissioner, Punjab, to the Officiating REVENUE SECRETARY to GOVERNMENT, Punjab. No. 66, dated 30th January 1891.

With reference to your No. 2,133 of 1st November 1890 to the address of the Commissioner of Excise, I am directed to forward copy of Mr. Dane's No. 239 of 24th December 1890, and to address you as follows on the subject of the consumption of opium and intoxicating drugs in the Punjab.

2. In the papers forwarded with your letter under reply "the alarming spread of the opium vice" in India generally is made the subject of remark, and in two resolutions the Society for the Suppression of the Opium Trade calls upon the Indian Government to close the licensed "opium dens" and to put an end to the Bengal Opium Excise system. Against the Punjab in particular it is urged that there has been in recent years a large increase in the facilities afforded to the public for the purchase of opium and drugs, while the closing of the Lahore "opium dens" is acknowledged. The Financial Commissioner, I am to say, proposes to show in the following paragraphs that the Punjab system does not necessarily encourage real increase of consumption of drugs and opium throughout the Province, and that the figures taken from past annual reports have been misunderstood by the society.

The Resolutions of the Society for the Suppression of the Opium Trade.

3. In 1879–80 the Punjab Annual Excise Report showed a total of 1,164 retail opium licenses, and 986 such licenses for the sale of hemp drugs. In 1889–90 the numbers were 1,388 and 1,824 respectively. These latter figures, however, hardly admit of comparison with the former figures. The number of licenses (as shown in annual returns) for retail sale of opium remained nearly stationary during the years 1880–81 to 1886–87 inclusive. In 1887–88 the figures rose from 1,439, to 1,717, and the explanation of this is to be found in the following extract from paragraph 2 of the Excise Report for the year in question :—

The annual figures of licenses for sale of opium explained.

"2. The first important change is in the entry of numbers of retail licenses. In past years there has been a want of uniformity in this matter, some Deputy Commissioners showing number of leases and others number of shops. A glance at the prefatory note

submitted herewith will show that shops, whether for sale of country spirits, rum, opium, or hemp drugs, may be put up to auction singly or in groups. It follows that there may be in one year three leases (say) in a district and in the next ten leases, the number of shops remaining precisely the same; and Mr. Elsmie thinks it would be misleading to show the figures three and ten in such a case. An effort has therefore been made this year to ascertain the exact number of shops in which during 1887–88 exciseable articles were sold."

It was not found possible in 1887–88 to effect with complete accuracy this alteration in the mode of recording licenses; and when the report for 1888–89 came to be written, it was found that there were really 156 opium shops in the Amritsar District and not only 29, as shown in the returns for 1887–88. This correction, with one or two minor alterations, accounts for the increase to 1,849 in the report for 1888–89; and the increase upon this figure in 1889–90 is slight.

The annual figures of licenses for the sale of hemp drugs explained.

4. The apparent increase from 1,107 to 1,783 in the licenses for retail sale of hemp drugs in the year 1887–88 is to be similarly explained. The figure for 1889–90 is 1,824.

Facilities for purchase of opium and hemp drugs in the Punjab not excessive.

5. Neither in the case of opium nor in that of hemp drugs is it believed that any important increase has occurred in the last eleven years in the real facilities afforded to the public for purchasing these articles. It may be possible here and there, the Financial Commissioner remarks, to reduce the number of shops, and the Excise Commissioner is understood to be paying attention to the matter; but, taking the Province as a whole, the number of shops does not seem to the Financial Commissioner very excessive. Of the 1,824 shops in which hemp drugs are sold 1,553 are also opium shops; so that the total number of shops for the retail sale of opium and hemp drugs is only 2,159 for a population which stood at 18,818,220 in 1881, and which is now probably much greater. This gives one shop per 8,693 souls.

Consumption of opium and hemp drugs in the years 1879–80 to 1889–90.

6. The following table shows the figures in maunds of consumption of opium and hemp drugs in the Punjab during the eleven years 1879–80 to 1889–90 inclusive. These figures are not very reliable, as they are obtained from the retailers themselves; but such as they are they certainly do not bear out the view that the Punjab Government has by its policy fostered the consumption of these intoxicants :—

Years.	Opium.	Hemp Drugs.				Amount per Head per Annum in Tolahs.	
		Charas.	Bhang.	Other Preparations.	Total.	Opium.	Hemp Drugs.
1879–80	(a)2,898	Detail not given.			5,123		
1880–81	(a)2,375	480	3,001	58	3,539		
1881–82	1,192	433	3,561	55	4,049		
1882–83	1,181	510	3,440	43	3,993		
1883–84	1,145	555	3,966	34	4,555		
1884–85	1,191	601	3,632	44	4,277		
1885–86	1,157	663	3,687	57	4,407		
1886–87	(b)1,186	798	3,565	24	4,387		
1887–88	1,103	869	3,788	28	4,635		
1888–89	1,196	891	3,709	25	4,625		
1889–90	1,435	943	4,238	30	5,211		
Average	1,460	674	3,658	39	4,885	·25	·825

(a) Probably includes a large weight of poppy-heads.
(b) Excluding 730 maunds of poppy-heads.

Three maps are appended showing the distribution of the opium and drug consuming population in the year 1889–90.

Slow growth of the revenue from opium and hemp drugs.

7. Another test of the matter is the comparatively slow growth of the revenue from opium and drugs in the province during the last decade. If the facilities for purchasing drugs had been really increased by two-thirds during the ten years, from 1879 to 1889, as supposed, the revenue from drugs, Mr. Elsmie remarks, might have largely increased; but, as already pointed out by Mr. Elsmie in

this office No. 216 of 11th August 1888, the revenue from opium and drugs has increased very slightly indeed.

The years 1879–80 and 1889–90 may be thus compared :—

	1879–80.	1889–90.
	Rs.	Rs.
Average duty - - - -	34,390	36,806
Licenses to sell opium - - -	2,80,137	3,24,284
Licenses to sell hemp drugs - -	1,39,577	1,54,885
Total - -	4,54,104	5,15,975

The increase amounts only to Rs. 61,871, which represents a rate of 1·2 per cent. per annum on the figure for the earliest year. This, the Financial Commissioner observes, is a rate of increase probably slower than that of the increase of the population generally, and is certainly very gradual compared with the rapid increase of the material prosperity of the people, and is probably attributable not to a real increase of consumption but to improved administration.

Opium smoking: closure of madak and chandu shops contemplated.

8. The opium dens mentioned in the printed papers received are shops for the smoking of the preparation of opium—madak and chandu. These, I am to say, have been wholly prohibited in the Punjab. The question of closing these shops seems to have been first discussed in the Excise Report for 1881–82, paragraphs 23 and 24; and in March 1883, by a Circular Memo. No. 2,181, copy whereof is attached for easy reference, Commissioners were asked to consider the matter of repression. In his No. 476 of 17th May 1884, the Financial Commissioner (Colonel Davies) reported to Government in favour of stopping the public sale of madak and chandu by giving no more special licenses for opium-smoking shops and by prohibiting the ordinary retail vendors from manufacturing and selling these preparations. In its reply (Punjab Government No 250 of 5th November 1884) Government admitted the evils of opium-smoking, and expressed itself ready to sacrifice revenue should a reform of the kind proposed be practicable; but Sir Charles Aitchison thought that the experiment should first be tried in a few places and experience of its working gained before the introduction of a sweeping measure applicable to the whole province. Accordingly, with effect from 1st April 1885, measures were to be taken for the suppression of opium smoking at Peshawar, Delhi, and Lahore; and elsewhere the existing shops were to be strictly supervised and no new shops were to be licensed,—*vide* Financial Commissioner's Circular Memo. No. 8,582 of 22nd November 1884, copy of which is attached. This order was not carried out in Peshawar, because it was found that the opium contract there had been given for a term of years not yet expired. In Lahore the closure of madak and chandu shops caused a loss of revenue amounting to about Rs. 6,000 in 1885–86; but the results both in Lahore and Delhi were otherwise favourable. In 1886–87 it was reported that the results were good in Delhi, but the Excise officer of Lahore, an official of great local experience, stated that there had been in Lahore city simply a loss of revenue with no appreciable decrease in opium smoking. In paragraphs 24 and 25 of the Annual Excise Report for 1887–88 the state of the madak and chandu trade was briefly sketched as follows :—

"The result of the closure in Delhi has been favourable, as has been already intimated to Government in this office No. 119 of 16th February 1888, and the number of chandu-smokers is steadily diminishing. That letter also shows that the closure in Lahore was not so successful, but now the Deputy Commissioner admits that, though smoking clubs frequented by old hands are common, the new regulations certainly tend to discourage further recruitment of the ranks of the smokers. As to Peshawar, a special report has been received from Mr. Merk. Opium smoking began there in 1865; and in 1887, when the shops were closed, there were 300 to 400 regular frequenters. After one year's closure the number of habitual smokers is reported to have fallen to 50 or 60, and native public opinion is strongly in favour of the new policy. The returns now submitted show that Government certainly loses revenue by the closure of the shops, and must expect to lose revenue for some years. The following are the figures for special madak and chandu licenses in recent years:—In Peshawar, viz., 1882–83, Rs. 7,236; 1883–84, Rs. 8,688; 1884–85, Rs. 8,688; 1885–86, Rs. 8,688; 1886–87, Rs. 7,980. In 1887–88 no such licenses have been granted.

"As stated in this office No. 119 of 16th February, in nine districts there is no appreciable amount of opium smoking, and it is believed there are no special shops in eight others. Special shops are licensed only in Umballa, Ferozepore, Mooltan, Amritsar, Sialkot, Gujranwala, Rawal Pindi, Hazara, Kohat, Bannu, and Dera Ghazi Khan. In Umballa there is one shop in the cantonment and one in the city, and the consumption amounted to four maunds three seers, the value of which is about Rs. 6,500. In Ferozepore there is only one shop, the sales of which amounted to one maund in 1887–88. In the Mooltan cantonment are two shops and in the city one, and the sales are said not to be great. In the three shops of Amritsar city the consumption is said to have slightly increased. In Sialkot, where there are two shops, opium smoking is said to be confined to the lowest classes. In Gujrat no chandu is smoked, and only five or six men smoke madak. In Gujranwala there are two madak shops, and chandu is little known. From Jhelum it is reported that chandu is unknown and madak smoking is decreasing. The Deputy Commissioner of Rawal Pindi says: 'There is a general outcry against the 'existence of the shops in the city, as it is said that many young men of good family 'ruin health and character in them.' In Hazara only a little madak is smoked; and in Kohat, where there is one shop, the contractor has agreed to allow no new smokers into the shop, of which at present there are 38 customers. In Bannu a little chandu is smoked and no madak; but from Dera Ghazi Khan the report is that chandu is much indulged in by young men of the educated classes. The number of shops has, however, been reduced from ten to three."

Closure of madak and chandu shops effected.

9. Towards the end of 1887 Government asked for a special report on the whole question of opium smoking; and, in his Secretary's No. 119 of 16th February 1888, Mr. Elsmie advocated the extension to the whole province of the measures experimentally adopted in Peshawar, Lahore, and Delhi. Government in reply expressed a wish that the whole case should be considered by the Excise Commissioner to be shortly appointed, and the Excise Commissioner's report was forwarded to Government with Financial Commissioner's No. 733 of 23rd October 1889, Mr. Elsmie adhering to his views already expressed, with the result that Government ordered the closure of all madak and chandu shops with effect from 1st April 1890.

Apparent increase in consumption of opium in 1889–90 due to substitution of licit for illicit consumption.

10. In the table in paragraph 6 of this letter it will be seen that an increased consumption of opium is shown to have taken place in 1889–90 as compared with the preceding years. This increase is, no doubt, partly the result of better record of sales, but it is also, in the Financial Commissioner's opinion, partly due to the substitution of licit for illicit consumption. In connexion with this matter I am to refer you to the papers noted in the margin,* from which it will be seen that smuggling of Malwa and Nepal opium was and is very common, and that efforts are being made to suppress this contraband trade. Prosecutions have increased of late years, and it is natural to suppose that, if the standing attempt to suppress illicit traffic in drugs were not kept up, the evil would be much worse than it is at present. The curtailment of the illicit supply of the drug must naturally lead to increased demand for opium that has paid the proper duty. Further, I am to refer you to the new Opium rules, published in Punjab Government Notification No. 653 A. of 1st April 1889. In these rules two changes were introduced which undoubtedly tend to check illicit consumption of opium. Before the revision of the rules it had been held by the Chief Court that it was not an offence for a licensed cultivator of the poppy to consume his own crop, but home consumption is now forbidden by the new Rule 9 (*a*). Again, it had been found that in certain districts containing large areas under poppy hardly any opium was reported as manufactured, the inference being that a large amount of locally grown opium was consumed in those districts without passing through the shops of the retail vendors, and that much of the produce was consumed in the form of post, the produce in neither case paying Government any revenue beyond the very low acreage duty of Rs. 2 per acre. The existence of this unlicensed consumption was found to be interfering with the value of the retail vendors' contracts, and thus to be causing loss to Government without any real advantage to the people. The new Opium Rules, therefore, provided that the Local Government might enhance the acreage duty up to any rate not exceeding Rs. 2 per quarter acre or fraction thereof; and under this power the Local Government has doubled the duty in nine districts of the Punjab in which it was seen that a large area

* 1. Correspondence ending with Punjab Government No. 456 of 14th September 1888.
2. Punjab Government (Foreign) Proceedings Nos. 5–14 of May 1887.
3. Financial Commissioner's No. 459 of 20th June 1889, to Punjab Government.
4. Paragraph 19 of Financial Commissioner's No. 139 C. of 15th July 1890, to Punjab Government.
5. Paragraph 32, Excise Report for 1889–90.

was annually cultivated with poppy, but a disproportionately small amount of opium was reported as manufactured. The Excise Commissioner is now considering whether further enhancements should not be made.

11. The use of charas is, Mr. Elsmie remarks, probably more harmful than that of opium. The price of the drug is low, and the idea of imposing an import duty in addition to the ordinary license fees has been under consideration for some time. In his No. 199 of 17th March 1888 to Government, Mr. Elsmie expressed himself in favour of the levy of an import duty; and in his No. 691 of 25th September 1888, he gave it as his opinion that Government should not attempt to levy a duty at a higher rate than Rs. 40 per maund. In replying to this letter his Honour the Lieutenant-Governor said he thought the whole subject required further consideration, especially with reference to the probable effect of the proposed duty upon the Central Asian trade generally. The Excise Commissioner has now reported fully on the whole case, and has also submitted draft rules of an improved kind regarding the administration of the Excise on hemp drugs generally. The report and the draft rules are now under consideration, and the Financial Commissioner hopes very shortly to be able to send up matured proposals for the approval of Government, the objects in view being the raising of the retail price of hemp drugs and the introduction of a stricter supervision over their import and transport and consumption.

Proposal to levy an import duty on charas, and to improve the system of Excise on hemp drugs generally.

12. The proposal in question will also deal with bhang, a locally-produced hemp drug. The hemp plant, as Government is aware, grows wild in several districts of the province, and bhang is consequently very cheap. This circumstance, and the fact that hemp is used for other purposes than that of the manufacture of bhang, makes restriction of the use of the drug a matter of difficulty, and experience only can show how far the difficulty can be surmounted.

13. In conclusion, I am to say that the Financial Commissioner desires to express his general concurrence in the views stated by the Commissioner of Excise in his report herewith submitted.

Conclusion.

From R. M. DANE, Esq., Commissioner of Excise, Punjab, to the JUNIOR SECRETARY to FINANCIAL COMMISSIONER, Punjab. No. 239, dated 24th December 1890.

As directed in Punjab Government Endorsement, No. 2,133, dated 1st November, 1890, I have the honour to submit the following remarks upon the accompanying copies (1) of a letter from the Chairman of the Society for the Suppression of the Opium Trade to his Excellency the Viceroy, enclosing copies of resolutions adopted by the society at a meeting held on June 3rd, 1890; and (2) of a memorial presented to Her Majesty's Secretary of State for India by a deputation of the same society on 30th July 1890.

2. The resolutions are more strongly worded than the memorial, but both in the resolutions and in the memorial the Government of India is urged to prohibit the sale of opium in India, except for medicinal purposes, and the principle of a maximum revenue with a minimum consumption is declared in the memorial to be unsatisfactory, while in the resolutions the arrangements made to safeguard the opium revenue by licensing the cultivation of the poppy and by auctioning the right of retail vend of opium are declared to be contrary to the elementary principles of morality and to be inconsistent with the gospel of Christ. The memorial further draws attention to the increase in the facilities for opium vend in the Punjab and other provinces apparent from the return furnished by Sir J. Gorst to Mr. M. Stewart, M.P., during the last ten years, and concludes with a request that steps may be taken throughout British India to close opium shops for the consumption of opium on the premises.

3. The Government of India requests that the general questions raised may be discussed as far as they affect the Punjab, and in replying to the Government of India it should, I think, be forcibly pointed out that, apart from financial considerations, any attempt to prohibit the sale of opium, except for medicinal purposes, would in this province be most unpopular, and consequently politically inexpedient, while, if the poppy were grown without restriction, and the sale of opium were allowed free, the consumption of opium and its preparations would inevitably increase. Sikhs, Hindus, and Muhammadans alike eat opium, and at present the residents in the Phulkian States are the largest consumers.

The memorialists themselves admit that in malarious tracts opium is useful as a prophylactic, and I think that the opportunity afforded by the presentation of this memorial should be taken to state clearly that the poppy has been cultivated and opium eaten in the Punjab from a period antecedent to British rule; that the drug when taken in this form in moderation is not believed to be necessarily prejudicial; and that although indulgence in the habit may legitimately be restricted by taxation, and thereby made a source of revenue to the State, prohibition and unrestricted consumption are alike out of the question. Opium smoking is another matter. Unlike opium eating, the practice appears to have been of comparatively recent growth in this province, and its evils have already been recognised, and all licenses for the sale of chandu and madak withdrawn.

4. The particular allegation regarding the Punjab contained in the memorial is that the number of shops for the vend of opium and other drugs has risen from 1,164 in 1879–80 to 1,849 in 1888–89. The memorialists appear to think that Lucknow is in the Punjab and Lahore is in the North-Western Provinces; but the figures above given require some explanation.

In paragraph 29 of the Provincial Excise Report for 1889–90 I observed that the number of licenses for the retail vend of opium in the Punjab appeared to be unduly large, and in paragraph 34 I made a similar statement regarding the number of shops for the retail vend of intoxicating drugs. The figures quoted by the memorialists, however, do not, at any rate in the earlier years, represent the number of licensed shops in the province, but the number of licenses, and in some districts leases were in former years shown in the returns as licenses. Thus in 1879–80 I find that in the opium-eating district of Ludhiana the excise returns show one license, and for other districts there are similar entries, viz., for Bannu, 5 for Kangra, 7 for Rawalpindi, 4 for Jhelum, 3 for Shahpur, &c. The entry in the more recent returns of the number of shops, whether licensed direct by Government or by lessees or farmers, has naturally caused a large increase in the number of licenses, and the memorialists have been misled by this circumstance. At the same time I may repeat that in my opinion the number of existing shops for retail vend both of opium and hemp drugs, but especially the latter, admits of some reduction, and I have for some time been collecting statistics with the intention of addressing Deputy Commissioners on the subject.

5. The request for the closure of shops for the retail sale of opium for consumption on the premises, by which I understand shops for smoking opium and its preparations, does not concern this province, because, as already stated, all licenses for the retail vend of madak and chandu have been withdrawn in the Punjab. The licensed shops at Delhi and Lahore were first closed with effect from April 1885; then at Peshawar from April 1887; and in other districts with effect from April 1889 and April 1890. The publication as a printed selection of the correspondence on this subject would be useful as an illustration of the principles which have actuated and governed excise policy in this province.

The only reference to the Punjab in the extracts referred to in the Appendix to the memorial is in Mr. Frederick Sessions' speech published in July 1890 in the "Friend of China," where he refers briefly to the increased number of licenses granted for opium vend, and this subject has already been sufficiently noticed.

No. 11.—From H. J. S. COTTON, Esq., Secretary to the Government of Bengal, Financial Department, to the SECRETARY to the GOVERNMENT of INDIA, Finance and Commerce Department. No. 2,043, dated 21st April 1891.

I am directed to acknowledge receipt of the orders of the Government of India, No. 4,938, dated 18th October 1890, forwarding for report a copy of a memorial addressed to Her Majesty's Secretary of State by the Society for the Suppression of the Opium Trade and of resolutions adopted by that society on the 3rd June 1890. In reply I am to submit a copy of a report* from the Board of Revenue on the subject, with its enclosure from the Commissioner of Excise, and to add the following observations which have been recorded by the Lieutenant-Governor.

* No. 193-B., dated the 21st March 1891.

2. The enclosures now submitted appear to satisfactorily meet most of the considerations put forth in the memorial so far as the Bengal Province is concerned. It is not affirmed that the consumption of opium is on the increase in these provinces. The con-

sumption of opium and the net duty realised thereon during the past ten years is as follows:—

	Maunds of 82 lb. avoirdupois	Net Duty.
		Rs.
1880–81 - - - -	1,763	13,95,083
1881–82 - - - -	1,723	14,47,324
1882–83 - - - -	1,802	15,04,097
1883–84 - - - -	1,918	15,92,416
1884–85 - - - -	1,876	15,60,261
1885–86 - - - -	1,841	15,35,107
1886–87 - - - -	1,887	15,69,842
1887–88 - - - -	1,939	16,08,239
1888–89 - - - -	1,925	15,98,455
1889–90 - - - -	1,905	15,76,121

This shows, as the Board point out, that during the past three years consumption has actually declined, while the total increase in the consumption since 1880 is only 142 maunds, or 8 per cent., which does not more than exceed the general increase in population in the districts where opium is chiefly consumed. The memorial of the society also alludes to the fact that the number of licenses for the sale of opium and other narcotics has been largely reduced in Bengal. The Lieutenant-Governor will therefore follow the Board of Revenue in confining his remarks in this report to the proposal of the memorialists to enforce the closure of all opium saloons, or dens as they are called.

3. On this point I am first to explain that it is not the case, as the memorialists would seem to suppose, that licensed shops for the sale of opium are places where opium is consumed on the premises. On the contrary, the 1,872 shops which are now licensed are places of vend only, and there is no reason for speaking of them as opium dens. The only places to which that expression can be held to apply are the madak and chandu shops, of which 346 and 89 respectively are licensed at present. In these shops opium in its manufactured form is smoked on the premises, and, as Mr. Westmacott observes, scenes of intoxication may be witnessed. That in some cases evil results are produced by these shops is freely admitted, but the Lieutenant-Governor is not satisfied that the results are evil in all cases, or that the worst cases are so numerous as to require that a civilised Government should make a crusade against this class of shops. Even if it be granted that the evil is not exaggerated, still the question remains whether it can be obviated by any remedy which will not be worse than the disease. The Society for the Prevention of the Opium Trade put forward a proposal to prohibit all licensed shops. The answer to this proposal is forcibly stated by the Commissioner of Police, the Commissioner of Excise, and the Board of Revenue. If prohibition were enforced, the smokers of opium, instead of meeting in licensed saloons, would resort to unlicensed dens where it would be impossible to convict them of any offence, unless it could be proved that they had obtained their supplies from an unlicensed vendor. The habit of smoking in unlicensed dens, which is now combated with such difficulty, would soon become unrestricted. The Lieutenant-Governor accepts the view that it would be worse than useless to refuse all licenses for madak and chandu shops.

4. As to the proposal to limit the possession of opium to one tolah instead of five, its effect on the ordinary consumer of opium would be undesirable. A quarter of a tolah is a common, perhaps the commonest, dose taken daily by those who are addicted to the use of opium, and it is within Sir Charles Elliott's personal knowledge and experience that this quantity is taken by innumerable persons in all parts of India, from Rajputana and the Punjab to Assam, without any injury or physical deterioration; that heavy tasks are easily performed under the stimulus it supplies; and that the prevalent belief is that the stimulus is wholesome, even in a dry climate, and is especially beneficial in moist and marshy countries like Eastern Bengal. The consumer of such a dose can now procure his supply for 20 days by one visit to an opium shop; if the limit were reduced to one tolah, he would require to visit the shop every four days—an annoyance which there is no reason for imposing upon him, and the imposition of which would lead to increased smuggling and to breaches of the law.

5. For the rest the Lieutenant-Governor considers it unnecessary to follow the Board in their observations on the proposed prohibition of the retail vend of opium except for medicinal purposes. Such a proposal does not deserve serious consideration. The policy of Government is to discourage and restrict the consumption of intoxicants as far as

possible; not to make foolish and impossible attempts to prohibit their consumption altogether. Mr. Westmacott observes:—"It is my experience that the only way to pre-"vent the illicit and comparatively unrestricted consumption of intoxicating drugs is to "control the trade by the issue of a carefully restricted number of licenses, raising the price "of the drug artificially by means of duty and license fees as high as is practicable without "driving the consumers into smuggling, and making it the interest of every licensed dealer "to prevent illicit practices." These principles are followed by the Government of Bengal, and the statistics already quoted in this letter attest the success which has attended their application in regard to Excise opium.

From K. G. GUPTA, Esq., Secretary to the Board of Revenue, Lower Provinces, to the SECRETARY to the GOVERNMENT OF BENGAL, Financial Department. No. 193–B., dated 21st March 1891.

With advertence to Government order No. E$\frac{1-0}{8}$2, dated 28th November 1890, and enclosures, forwarding for report a memorial from the Society for the Suppression of the Opium Trade, recommending the closing of licensed opium dens throughout India and limiting the sale of opium to what is required for medicinal purposes only, I am directed to submit herewith copy of a report No. 5,896, dated 19th ultimo, from the Commissioner of Excise on the subject, with the following observations.

2. The society's memorial is taken up entirely with the question of excise opium in India; but of the two resolutions passed at their annual meeting, the second refers to the cultivation of provision opium for export to China and other foreign countries, while the first summarizes the recommendations of the society made in the memorial in regard to excise opium.

3. In paragraph 2 of the Government of India's letter No. 4938, dated 18th October 1890, the Local Government is asked to submit remarks on all the papers (including apparently the resolutions), but further on in the same paragraph it is said "that the "general questions raised in the memorial should be discussed so far as they affect Bengal." It may be presumed, therefore, that the Government does not desire that the Board should take up again the large and often-discussed subject of the opium manufacture for export to China and the Straits, but that what is required is that the contents of the memorial, so far as they specially affect or refer to excise opium in Bengal, should be noticed.

4. The memorial, it will be observed, has little or nothing to say against the general administration of the Excise Department in Bengal. In paragraph 2 it is observed that the habit of opium smoking is on the increase in India. In paragraph 3 the number of licensed shops for the sale of opium and other drugs in the different provinces is given for the ten years 1879–89. The figures show, as is admitted in paragraph 5 of the memorial, that the number has been largely reduced in these provinces. The practice has, therefore, been in conformity with the accepted principle that the duty should be continually raised and thereby consumption be discouraged so far as is consistent with the prevention of illicit manufacture. The figures given in paragraph 4 of the Excise Commissioner's letter show that, in the ten years 1880–90, the consumption of opium has increased by 142 maunds only, or 8 per cent., which is approximately equal to the general increase of population, if anything rather less than the increase disclosed by the last census in the population of the districts which are the chief consumers of opium; while the receipts from duty have risen by Rs. 1,81,038, or very nearly 13 per cent., showing that the duty has been perceptibly enhanced during this period. It is also noteworthy that the consumption has actually declined since 1887–88. It appears, therefore, that, as far as Bengal is concerned, the report of the Board may be restricted to the specific recommendation with which the memorial concludes, viz., that licensed opium dens should be closed everywhere.

5. As regards this point, the Excise Commissioner's letter goes into the question fully, and very little remains to be said. It appears that the memorialists would include in the term opium dens both madak and chandu shops, of the former of which there are, according to the Excise Report of 1889–90, 346, and of the latter 89 licensed in the whole of the territories under the Lieutenant-Governor of Bengal. Chandu shops, as the extracts annexed to the memorial correctly show, are distinctly places for producing temporary intoxication. The preparation of opium which is called chandu is of Chinese importation. It is smoked in order to bring about a brief period of intoxication, after sleeping off which the consumer usually leaves the shop and goes back to his work. Smoking

madak does not necessarily, or even as a rule, lead to intoxication. Of the chandu shops, 16 are in the Mymensing district, 10 in Gya, and 11 in Calcutta, though the Board are assured that the chandu shops in Calcutta being now in the hands of a single licensee only four are actually open at the present time. Of the madak shops, 31 are in Calcutta, 40 in the 24-Pergunnahs, 29 in Hooghly, and 28 in Maldah, where there is not a single chandu shop. The income derived from these shops was in 1889–90 (as shown by the Excise Commissioner in his letter) Rs. 35,216 from chandu, and Rs. 82,825 from madak shops, besides, of course, the duty on the opium consumed in these shops. If it may be assumed that the opium would not be smoked elsewhere if these shops were shut, the closure would perhaps entail a loss of revenue of 3 lakhs per annum in all Bengal.

6. Seeing the degradation which results from the consumption of these preparations of opium, especially from chandu, it is very natural that the question should be asked whether it would not be far better to close such shops altogether, and the Board are quite prepared to admit that if the evil would be remedied by refusing any chandu or madak licenses, it ought to be done. But though it is very easy to describe in effective language the great demoralization which obtains in the most degraded stratum of society in all large cities, a stratum which, where gin is the prevailing stimulant, is to be found congregated round gin-palaces, where absinthe, round the absinthe shops, where chandu, round the chandu shops, the responsible Government is bound to be satisfied that the anticipated benefits will actually result before the existing machinery is dislocated. These opium dens exist almost exclusively in large centres of population, and whatever may be true of rural tracts, it is certainly not true to fact to represent that in large cities the Government creates the taste for intoxicants by introducing licensed shops. Already the excise administration only stops one stage short of prohibition. The vend of chandu and madak is prohibited everywhere throughout India, save in a few scattered excepted spots, and even there its consumption is deterred by the imposition of a very heavy duty. It is hardly fair to describe the Government as responsible in the ordinary sense of the word for the existence of an evil which it places under such heavy disabilities. But the question is whether, if Government went further, if instead of merely penalising very heavily this practice, it were altogether to prohibit indulgence in it, the result would be successful. The Board will consider this first from the more practical point of view, that is, on the assumption that the general opium excise policy were allowed to remain unaltered, but no chandu or madak licenses were to be granted. Secondly, on the more radical assumption that the vend and possession of opium were also prohibited, except for medicinal purposes.

7. At present opium can only be purchased from licensed vendors, and, save under very exceptional circumstances, no one may possess more than 5 tolahs even if obtained from a licensed vendor. Now what would happen (say) in Calcutta if all the chandu and madak shops were closed? There is no difficulty whatever in drawing the necessary conclusion, because it can safely be inferred from what already goes on. From five to 20 opium smokers would meet together in out-of-the-way and retired rooms, where madak or chandu would be sold to them and smoked by them as at present. If discovered, they would declare that it was their own opium which they had purchased for the occasion. The magistrate would refuse to convict unless evidence could be adduced that the opium or its preparation had been purchased. Such evidence could only be obtained through spies and informers. Now, at the present moment, there are scores of illicit opium dens in Calcutta (in spite of the existence of the licensed shops) that are maintained in this very way, against which war is waged incessantly by the police and excise establishments, but with very indifferent success for the reason above described. If it is now found difficult to convict the owners of these illicit dens, and impossible to extirpate them when the administration is aided by the vigilance of the licensed vendors ever ready to co-operate by every means in their power, as well as by the establishment for detective purposes maintained out of the excise revenue, which can use the licensed shops as their best sources of information, what would the result be if these aids and supports were withdrawn and the licensed vend of chandu and madak stopped? It is in no way exaggerating the case to say that probably the unlicensed shops would so thrive, increase, and multiply that there would be more opium smoking in Calcutta after the prohibition than there is now. The police would be discouraged by the difficulty in procuring convictions, while the auxiliary forces, which now form their best allies, would no longer exist.

Not merely would there be no diminution of the evil habit, but by the very necessities of the case, the dens, being removed from all supervision, would be more unwholesome, more closed to light and air, less well looked after than they are now. The hold which the police have over the criminal classes would be seriously relaxed. The licensed

madak shop is to the Indian detective what the pawnbroker's establishment is to the English detective, the place where he often gets the first clue to the discovery of a dacoity or other grave offence which would otherwise remain undetected. Is it not after all a very appreciable advantage to the community that by the existence of these licensed shops which heavily penalise, but stop short of absolutely prohibiting opium smoking, the criminal classes and inevitable scum of large towns, which would otherwise shun police observation, should to so large an extent be focussed and brought under their direct notice? And would not this advantage be completely lost (probably without any counterbalancing advantage) if the system of licensing chandu and madak shops were given up?

8. It will be seen, however, that the limit of possession of opium might be fixed at one tolah instead of five, and the private manufacture of chandu and madak might be prohibited. The Excise Commissioner recommends these modifications, and is supported by the Commissioner of Police. This is perhaps not the proper occasion to re-open these questions, as what the memorialists ask for is the closing of licensed shops, while the introduction of these proposals would rather serve as valuable aids in diminishing the number of illicit shops. But the Board may remark that in 1885 when the present opium rules were drafted, they wished to make the limit of possession of intoxicating drugs one tolah, but the Government of India disapproved of the suggestion, while in 1886 the Board suggested that the private manufacture of madak and chandu should be altogether prohibited, a proposal which the Bengal Government disapproved of in reporting on the subject to the Government of India. The Board did not propose to lower the limit of the possession of opium below five tolahs, and the Government argued that, if the opium was allowed, the use that might be made of it ought not to be restricted. Should the Government see its way to prohibit the unlicensed manufacture of chandu and madak, this would materially assist in the repression of unlicensed dens, and indirectly, therefore, lead to a reduction of the number of licensed shops.

G. O. No. 3,594, dated 21st October, 1885.

Bengal Government, No. 1,885, of 12th August, 1886.

9. In the second place, what would happen if the Government were to prohibit the retail vend of opium throughout British India, except for medicinal purposes or its possession, save for the same object; or, as the memorialists would probably prefer, were to prohibit the cultivation of the poppy altogether, save within the narrowest limits and its importation into British India. Mr. Westmacott refers to this alternative in paragraph 5 of his excellent report, and the Board have little to add to what he there says. What the Government does endeavour to do is to make opium (which can naturally be produced at Rs. 5 to Rs. 6 per seer for the best quality) unobtainable save at prices varying from Rs. 20 to Rs. 35 a seer, and to effect this it has to make all dealing in other than its own excise opium illicit, and to exclude as far as possible foreign opium. What difficulties it meets with are too well known to need many words. Nepal and all other surrounding territories are centres of illicit trade. Every railway, every river, every main artery of traffic is utilised for the transport of illicit opium. Seizures are frequent, but the profits of the trade are such as to minimise their deterrent effect. What then would be the result of total prohibition? Is a very expensive preventive agency to be still maintained from the general taxation of the country? If not illicit traffic would reign supreme. Japan and Corea, part of Java and the Philippine Islands are no fair parallel to such a continent as India. After the treaty of Tilsit, all the resources at the command of Napoleon failed to exclude English manufactures from the Continent of Europe, and what probability is there that a drug so easily concealed as opium could be excluded from British India with its almost limitless land and water frontiers.

10. It must also be remembered that the English system of administration, which is largely engrafted into India, is essentially non-inquisitorial. Hardly any other administration in the world is so handicapped in a policy of prohibition as an administration conducted on English principles. The Board are confident that if the policy advocated by the memorialists were seriously tried it would result in conspicuous failure.

11. The present policy of discouragement as contrasted with total prohibition is, the Board are convinced, the right one, and this is quite consistent with an honest endeavour to improve matters in any particular district or city in which there appears to be room for amendment. The number of chandu or madak shops in such districts as Maldah, Mymensing, Gya, and some others cannot but arrest attention, and it seems quite possible that something may be done with advantage to reduce their number. The Board are satisfied that the Excise Commissioner is fully alive to his duty in this respect and will

do all in his power to minimise the existing evils even though no radical change of system may be considered feasible.

12. Sir H. Harrison is reluctant to refer to the revenue now raised from excise lest it be retorted that this shows that, say what the Government may, it values income more than morality. But still no practical administrator can afford to ignore the question how the 100 lakhs, now raised by excise in the Lower Provinces, would be raised if prohibition were substituted for discouragement? It is fair to take the entire sum of 100 lakhs, because the attacks on the spirit revenue and ganja revenue are as persistent and based on at least as strong grounds of reason and morality as the attacks on the opium revenue. The excise revenue is now readily attacked by many respectable opponents in India, because they feel no sense of responsibility as to how it would have to be replaced, but if the question were put in a definite form, whether the trebling of the income-tax would be accepted as a substitute, how many persons would venture to advise this measure? Or, again, take Calcutta as an example. The excise revenue in Calcutta—not including the customs revenue on wine and spirits, still less the revenue derived from the sale of provision opium—exceeds 20 lakhs—much more than is realised from the house tax at 10 per cent. It is needless to say how heavily the house rate is felt by the owners of house property in Calcutta. Would it be considered a welcome or even a fair proposal to substitute total prohibition of the consumption of spirits, ganja and opium in Calcutta for the present system of licensing, and to raise the house rate to 20 per cent. in order to make up the revenue sacrificed, The question can only be viewed in its true light by asking in what less objectional manner 100 lakhs could be raised in Bengal if the excise were given up, and it is difficult to see how any satisfactory answer could be given to this question.

From E. V. Westmacott, Esq., Commissioner of Excise, Bengal, to the Secretary to the Board of Revenue, Lower Provinces. No. 5,896, dated 19th February 1891.

No. E. $\frac{1-9}{8}$2, dated 28th November 1890, from the Government of Bengal.

No. 4,938, dated 18th October 1890, from the Government of India, and its enclosures.

With reference to your No. 1828-B. of the 9th December last, and its enclosures, as per margin, I have the honour to submit, for the consideration of the Board, the following remarks.

2. The Society for the Suppression of the Opium Trade have addressed the Viceroy on the subject of closing the licensed opium dens throughout India, and limiting the sale of opium to that which is necessary for medical use. My report for the year 1889–90 shows that the greatest number of licenses in force in these provinces during any part of the year for the retail sale of opium was 3,394, while in 1888–89 it had been only 2,374, and during the five years from 1884 to 1889 had averaged 2,415. The increase is due to the issue of an increased number of licenses to druggists for the sale of opium for medical purposes, the number of such licenses in 1889–90 being 1,522, against 453 in 1888–89. Omitting these licenses, the number in 1889–90 was only 1,872, against 1,921 in 1888–89. Any proposal to increase the number in any district is carefully scrutinised by me, and the collectors limit them to what is necessary to prevent unlicensed dealing. To the best of my knowledge and belief no opium is consumed on the premises of any of these 1,872 licensed shops, and there is no reason for speaking of them as opium dens. The places really referred to by the society are shops licensed for the sale of the preparations of opium known as chandu and madak, for smoking, chandu in the Chinese, and madak in the Bengali fashion. In these shops the drug is smoked on the premises, and it is true that sometimes scenes of intoxication may be witnessed, The number of licenses in these provinces for the sale of chandu was 89 in 1888–89 and 88 in 1889–90. For madak the number was—in 1887–88, 367, in 1888–89, 366, and in 1889–90, 346.

3. People are now allowed to manufacture madak for home consumption without license up to a limit of five tolahs—a privilege which covers much unlicensed trade, and while it may reduce the scenes of intoxication in licensed shops, has, in my opinion, led to considerable increase of madak smoking. I am not aware of the reasons which led to this concession to madak smokers, but I think that the results of it have been distinctly mischievous. The greatest number of licensed chandu shops open in Calcutta and the

suburbs, including the towns of Howrah and Bally, was in 1889–90, 11, and of licensed madak shops 31. The number actually open at this present writing is—

Chandu	4
Madak	27

With reference to the feasibility of closing any of these shops, Mr. Lambert, C.I.E., the Commissioner of Police, whom I have consulted upon the subject, writes as follows :—

"I am of opinion that, so long as opium is cultivated and sold, and so long as the possession of opium up to five tolahs weight, by private individuals for domestic use, is permitted by the law, the existence of chandu and madak shops is a necessary evil.

"That they are an evil admits to my mind of no doubt, and a visit to the opium dens in this city would show to the inexperienced very forcibly in what way these places exercise a pernicious influence over those who resort to them.

"Still if the licensed shops were closed, a much larger number of people would be led astray by being tempted to resort to private dens, which would at once spring up in large numbers. This would open out a new field of mischief. New temptations would be offered to officials, and the supply of the drug would still be equal to the demand, and the evil would be in no way abated.

"The question asked by you, whether the present number of shops in Calcutta might with advantage be decreased or not, may, I think, be best answered as follows :—

"Unless the vendors are required to provide more airy and spacious premises, I see no object to be gained by diminishing the number of shops; but if the shops and courtyards were properly constructed and reasonably spacious, so as to admit air and light, I think the number of chandu and madak shops might be diminished by one-half."

I agree with Mr. Lambert at present in thinking that the closure of the licensed shops would lead to an increase in the number of private dens. I do not think there would be any decrease in opium smoking, and there would certainly be a large outcome of all the evils invariably attendant on an illicit trade. The subject of requiring licensees to provide airy and spacious premises is receiving my attention. The idea of promoting tea shops as a counter attraction for opium smokers does not require serious consideration. I am at present of opinion that the vice of opium smoking would be fostered rather than checked by closing licensed shops and driving smokers to secret places to satisfy their terrible craving. Were it otherwise, and could opium smoking be stopped by refusing to issue licenses for chandu and madak shops, I do not think that considerations of revenue should induce us to hesitate. I believe that even in London it has not been found practicable to close the establishments for smoking preparations of opium, and it would certainly be more difficult in Indian towns, where the number of persons who are victims to the habit is, if I am not mistaken very much larger. Under police regulations in Calcutta licensed chandu and madak shops are closed at six in the evening. The consequence of this is that after that hour there is much smoking in unlicensed places, with which my officers are unable to deal, in consequence of the concession which allows any person to possess without a license 5 tolahs weight of the drug. An excise officer enters an unlicensed shop, the dealings of which are notorious, and finds 20 or 30 persons smoking. Each of these persons professes to have purchased his drug, less than 5 tolahs, from a licensed vendor, and unless a trap is laid it cannot be proved that the keeper of the shop has made a sale. In the rare cases in which a conviction for unlicensed sale is obtained, the fine imposed by the magistrate is generally much below the fee which would be levied on a license, and consequently unlicensed dealing is found much more profitable than dealing under a license. I do not think it necessary or desirable to close the licensed shops; on the contrary, I think they should be kept open longer than they are; but I think that a more stringent law is required to enable us to suppress unlicensed shops, and also more vigorous action on the part of magistrates in dealing with convicted offenders. I have more than once brought to the notice of Government the inadequacy of the punishments inflicted. Besides these difficulties in our way, I must observe that our excise and police establishments are not strong in numbers, or in energy or integrity, and it is my experience that the only way to prevent the illicit and comparatively unrestricted consumption of intoxicating drugs is to control the trade by the issue of a carefully restricted number of licenses, raising the price of the drug artificially by means of duty and license fees as high as is practicable without driving the consumers into smuggling, and making it the interest of every licensed dealer to prevent illicit practices. While, however, it is my opinion at present that worse evils would

follow if we did not license places for opium smoking, I shall not cease to consider the matter, and shall be careful to license no more shops than are absolutely necessary to prevent the existence of illicit establishment. It is true that while these places are licensed by Government we leave it open to those who indulge in sensational and irresponsible declamation to accuse the Government of protecting and encouraging them for purposes of revenue, but I have no fear that this accusation will be endorsed by any one who will patiently and dispassionately examine the facts. So far as these provinces are concerned, it is not the case that the limitation of consumption has been subordinated to the consideration of revenue. I feel confident that by reducing the taxation on opium, or any other intoxicating drug, and by increasing the number of licenses for retail sale, I could increase the revenue to an enormous extent, whereas the policy which I am carrying out, in accordance with the wishes of the Bengal Government, is the very opposite of this. We do not reduce taxation, nor do we issue new licenses, except where we are convinced that we cannot otherwise check illicit practices, and the number of licenses issued is steadily decreasing, while the average of fees on licenses is increasing.

4. To speak of the unrestrained consumption of opium and other intoxicating drugs in these provinces under the present system is misleading in the extreme. Taking the case of opium, we find that the cultivator receives at the Opium Agency 5 rupees for every seer of his opium of a certain consistency, and every endeavour is made, though doubtless with only partial success, to prevent his disposing of any portion of his crop except to Government. The opium which he does dispose illicitly is known to be of very inferior quality. The good opium issued from the Opium Agency is sold to licensed retail vendors at fixed prices in each district, ranging from Rs. 16 to Rs. 32, according to the distance from the growing districts in which smuggling is comparatively easy. The quantity so sold, omitting fractions of a maund, and the net duty realised in the aforesaid fixed prices, has been as follows :—

——	Maunds of 82 lb. avoirdupois.	Net Duty.
		Rs.
1880–81	1,763	13,95,083
1881–82	1,723	14,47,324
1882–83	1,802	15,04,097
1883–84	1,918	15,92,416
1884–85	1,876	15,60,261
1885–86	1,841	15,35,107
1886–87	1,887	15,69,842
1887–88	1,939	16,08,239
1888–89	1,925	15,98,455
1889–90	1,905	15,76,121

In the year 1889–90 the fees on licences for the retail sale of opium and of chandu and madak amounted to—

	Rs.
Opium	3,83,365
Chandu	35,216
Madak	82,825
Total	5,01,406

Rupees 5,01,406 in license fees and Rs. 15,76,121 give a total taxation on excise opium in Bengal in 1889–90 of Rs. 20,77,527, which on 1,905 maunds 22 seers amounts to an average of more than Rs. 27 per seer; and if I were to omit the more lightly taxed districts in which the plant is grown, but in which the licit consumption of opium is much smaller than elsewhere, the taxation per seer would be shown to be very much heavier. I think these figures are sufficient to show that the consumption of opium is by no means unrestricted.

5. It has been suggested that the supply of opium might be cut off altogether by prohibiting the cultivation of the poppy. That the cultivation in British India could be prevented I believe. Mr. W. Kemble, the Opium Agent of Behar, says—

"As regards your second question, I am of opinion that the cultivation of poppy could be prevented with the greatest ease. The crop is so easily distinguishable that it

can be seen from a great distance. A system of rewards to informers would soon bring illicit cultivation to the notice of the magistrate.

"The sale and consumption of the drug could not be so easily prevented. If cultivation were stopped in British India, the smuggling from Nepal and other independent States would largely increase, and would result in more demoralization than the consumption of the drug."

Some opium is now smuggled from Nepal, though less than those interested in screening the illicit practices of our own cultivators would lead us to believe, and we know that the plant is cultivated in Independent Tipperah, while there are numerous tracts in India over which we could not prevent the cultivation. The closing of our own agency would lead to the use of smuggled opium of an inferior quality, and we must consider what the effect would be upon our own cultivators. The closing of silk filatures, and consequent cessation of cultivation of mulberry in Midnapore, has been that the "Tootiyas," hereditary cultivators of mulberry (toot), have become the most troublesome class of professional criminals in that district. They have not taken to other departments of honest agriculture. It is not unreasonable to suppose that our opium cultivators might be similarly affected by the suppression of their industry. We have also to consider the consumers of opium in the malarious alluvial tracts which form a great proportion of the area of these provinces. The use of opium by these people is not so much a vice as a necessity. Their vegetable diet would not keep them alive without stimulants, and I doubt whether it would be for their benefit to stop their opium and drive them to ganja or spirits. On the comparatively dry laterite soil the people are spirit drinkers. On the alluvial mud they either use opium or the far more deleterious ganja. I do not believe that the prevention of the cultivation of the poppy in British India would cut off the supply of a drug which bears so high a value as opium, which the people believe to be so necessary to them, and which from its small bulk is, if the smell is disguised, very easily smuggled. I also doubt whether there is any equally efficient febrifuge within the reach of the people and whether their health would not suffer greatly if they could not procure opium. It does not appear to produce such insanity as ganja does, and, where people are as well fed as the Mahomedan ryots of Eastern Bengal, I am informed that opium smoking does not injure them. It is said to be opium smoking on insufficient food that affects the health.

6. In conclusion, I may say that I believe there has been much exaggeration as to the scenes of intoxication to be witnessed in the chandu and madak shops. As I have already said, there is none in the retail opium shops. I have visited shops in which more than a score of persons have been smoking chandu or madak without seeing any person lying intoxicated, or unable to answer my questions intelligently. I have also, however, seen persons in other shops lying asleep, and presumably intoxicated, but not many. It is, I believe, usual for the smokers of chandu, the Chinese preparation of opium, to sleep, presumably intoxicated, before leaving the premises; but in the madak shops this is by no means always the case, and I have seen many get up and go away quietly from the shop after smoking the drug. They have told me that they have no desire to sleep after it.

No. 12.—From T. D. MACKENZIE, Esq., Chief Secretary to the Government of Bombay, Revenue Department, to the SECRETARY to the GOVERNMENT OF INDIA, Finance and Commerce Department. No. 4,911, dated 18th July 1891.

I am directed to acknowledge the receipt of your letter No. 4,938, dated 18th October 1890, forwarding copies of a letter from the Chairman of the Society for the Suppression of the Opium Trade, enclosing copy of the resolutions adopted by that society on the 3rd June 1890, and of a memorial addressed to Her Majesty's Secretary of State by the same society, together with a reprint of the passages to which references are made in the appendix to the memorial. In paragraph 2 of the same letter this Government is requested to submit its remarks upon these papers, and to discuss the general questions raised in the memorial so far as they affect the Bombay Presidency, and especially the suggestion in paragraph 18 of the memorial regarding the grant of licenses for the retail sale of opium to be consumed on the premises.

2. In reply I am directed to forward copies of the reports on the subject by the officers named in the margin, and to submit for the consideration of the Government of India the following remarks.

Letter No. 899, dated 28th February 1891, from the Commissioner, N. D.
Letter No. 658, dated 21st February 1891, from the Collector of Ahmedabad, with appendices.
Letter No. 1,094, dated 9th March 1891, from the Commissioner of Customs, Salt, Opium, and Abkari, with appendices.
Letter No. 1,130, dated 14th February 1891, from the Collector of Khandesh.
Letter No. C.—950, dated 4th February 1891, from the Collector of Land Revenue, Customs and Opium, Bombay, with appendices.
Letter No. 1,825, dated 24th April 1891, from the Commissioner of Customs, Salt, Opium, and Abkari.
Letter No. 1,677, dated 21st May 1891, from the Commissioner in Sind.

3. The points in the memorial with which this Presidency is concerned are those raised in paragraphs 14 and 18. With reference to the former, in which it is stated that "the revenue returns show that in Bombay the duty on opium consumed in the province, which amounted to Rs. 59,497 in 1879-80, had risen to Rs. 1,25,518 in 1888-89, having more than doubled in a period of nine years," I am to invite attention to the statistics in paragraph 5 of the report by the Opium Commissioner and in the accompaniments thereto. The quantity of licit opium passed into consumption has risen from 63,028 lbs. in 1879-80 to 148,295 lbs. in 1888-89, while shops have increased as follows :—

—	1879-80.	1888-89.
Dry opium - - -	892	1,175
Chandul and madat - -	70	130
Bhang, ganja, &c. - - -	678	663

The increase in the licit opium sales is due, I am to observe, entirely to the measures taken to check opium smuggling, and to substitute licit opium for the contraband opium which formerly fed the bulk of the consumption. Those measures have extended not only to British territory, but the whole of the Native States within the Presidency have been gradually included within their scope, and the general result is that the retail selling price of opium has been doubled everywhere within the last 14 years, while the clandestine importations of opium from Central India and Rajputana have been materially reduced. The measures referred to were introduced for the first time in a few districts only in 1877-78, and by degrees their operation has been extended to the whole Presidency, including Sind. The progressive growth of licit consumption indicated in the statement attached to Mr. Spence's report is thus accounted for.

The increase in the number of shops licensed for the sale of dry opium results from the same causes, inasmuch as it was necessary to open shops in places where there was a demand for opium, which had previously been met from illicit sources, while the increase in the number of shops licensed for the sale of chandul and madat is in part due to the circumstance that in some districts chandul and madat were sold in 1879-80, and for some years afterwards in the same shops as dry opium, whereas of late the sales have everywhere been separated—and in part to an actual increase in the number of shops in certain localities.

4. So far as opium eating in this Presidency is concerned the Governor in Council believes that the habit is steadily declining, especially among the trading and well-to-do classes, who are still the chief consumers of the drug in the cities and throughout Gujarat and Kathiawar. The practice of giving opium to infants and young children to keep them quiet while their mothers are at work is common throughout the Presidency, and quantities of opium, considerable in the aggregate, are purchased for that purpose. The tendency of the whole action of Government has been in the direction of confining the consumption of opium to licit importations, and of raising the retail selling price. Opium eating is probably less injurious on the whole than liquor drinking, and if the price of opium were raised too high, or if it were placed out of the easy reach of people wanting it, there would be a great risk of inducing opium smuggling or of driving people to the liquor shops.

5. As regards the smoking of chandul and madat referred to in paragraph 18 of the memorial, it must be admitted that the habit is on the increase among the Musalmans and the lower classes of Hindus in several parts of the Presidency. Preparations of opium are smoked in private houses and clubs as well as in licensed shops. It is not, in the opinion of this Government, improbable that the increased resorts to chandul and madat shops, which are frequented only by the lower classes—the practice of opium smoking not being reputable according to the ideas of Indian society—is in a measure the consequence of the general raising of the prices of liquor, which has of late years

taken place. Whatever pleasurable feelings there may be in intoxication or in semi-intoxication can be induced more cheaply now in many localities in a chandul than in a liquor shop.

6. In connexion with the smoking of chandul and madat I am to invite the special attention of the Government of India to the able and careful report of Mr. James Campbell, Collector of Bombay. It will be seen that there is a marked divergence of opinion between him and Mr. James, the Commissioner, Northern Division, and it appears to the Governor in Council that the views of the former are the more to be relied upon, in that he adduces facts to prove his argument that the smoking of opium has not necessarily the vicious results attributed to it by Mr. James. Mr. Campbell proves by figures that in Bombay City at least a large majority of the frequenters of the chandul and madat shops is neither criminal nor unemployed, and, having regard to this and the reports of the other officers consulted, it is, in the opinion of the Governor in Council, difficult to accept Mr. James's sweeping assertion "that 99 out of 100 who "practise it (opium smoking) are degraded and worthless, perhaps, criminal persons." As regards the charge made on page 8 of the "reprint of passages referred to in the "appendix to the memorial" that the dens are made so attractive as to tempt persons who would not otherwise visit them, it is clear that so far as this Presidency is concerned the charge is without foundation.

7. As regards the closing of opium-smoking dens, although there is some reason to fear that one effect of the step will be to encourage the establishment of opium-smoking clubs, which will not be open to police supervision, as are the "dens," his Excellency in Council proposes to try the experiment of closure in some places and diminution in others.

8. The object of this Government, apart from the moral duty which rests on it to endeavour to encourage the people to detest intemperance, is to prevent the illicit consumption of opium, and any measures compatible with that object which can be shown to be effectual in decreasing the consumption, or checking the spread of the consumption of opium, will most readily be adopted.

9. I am further to mention that the Governor in Council cannot accept the opinions expressed by Mr. Frost, the Acting Collector of Ahmedabad, in paragraph 5 of his report. He was new to the district and had had no practical experience of the subject when he wrote his report, while the Deputy Collector in charge of opium at Ahmedabad has also held that appointment for but a short period. There is no reason to suppose that farmers generally have sold opium for export into foreign territory, and indeed it is difficult to understand how they could make a profit on such traffic in duty-paid opium. In the specific instance mentioned by Mr. Frost there was reason to believe that the farmer had been guilty of malpractices, and his license was therefore revoked.

From H. E. M. JAMES, Esq., Commissioner, Northern Division, to the UNDER SECRETARY TO GOVERNMENT, Revenue Department, Bombay, No. 899, dated 28th February 1891.

Referring to your No. 8,069, dated 15th November 1890, I thought it desirable to ask the Collector of Ahmedabad for a plain account of the opium traffic in that district, which is almost surrounded by Native States, with a large population of Rajputs and Mahomedans, both classes addicted to opium, and the town of Ahmedabad is also unusually populous.

2. I enclose the collector's report and enclosures in original.

3. You will perceive that, in the opinion of those best qualified to judge, the vice of opium smoking is increasing in the large city of Ahmedabad (130,000 inhabitants), but the revenue from it has fallen from nearly Rs. 3,600 in 1884–85 to Rs. 730 in 1890–91, the number of licensed shops having also been reduced from four to two. The apparent anomaly is easily explained. Under the existing opium rules no person can be prosecuted for being in possession of a "preparation of opium" unless it exceeds 10 tolahs in weight. Ten tolahs of chandul afford smoking for 50 persons. Thus, private smoking amongst respectable classes is spreading. Formerly a man could keep only sufficient chandul for his private wants. Now he can invite large parties, who of course secretly pay him, to his private house, where the vice is indulged in, so that only the lowest persons need go to the public shops.

4. Were the Society for the Suppression of Opium well advised, they would press upon Government an alteration of the rule, so as to render the possession of small

quantities of prepared opium illegal. Then these private parties would be suppressed, for the givers thereof would be liable to prosecution. Some respectable persons might continue to smoke privately by themselves, while the lowest and most degraded would, as now, frequent the shops, but a part of the respectable smokers would stop, or, at any rate, the extension of their numbers would be repressed.

5. In any case the figures which I have given show that Government is not only not making revenue, but losing it by opium smoking under the present rules, also that people cannot smoke to intoxication in the Ahmedabad shops owing to the diluted stuff that is offered to them. I should therefore advise myself a return to the former rule, so as to force all opium smoking to be under control. Opium smoking in India is not, as in 99 cases out of 100 in China, a harmless habit, like cigar smoking amongst Europeans. (I can testify to this from my own observations when travelling in the north of China.) In India it is a degrading vice, the mark of a debauchee, and 99 out of 100 who practise it are degraded and worthless, perhaps criminal, persons. In the ports no doubt respectable, hardworking lascars and others are to be found who indulge in it, but as a rule an opium-smoking native of India, of whatever rank of life he be, is vicious and without any sense of self-respect. The reverse is the case in China.

6. Opium eating and opium drinking are on quite a different footing. The consumption of "kusumba" or liquid opium is common, especially with Rajputs, and is sometimes carried to excess. Opium eating is a healthy practice, especially in feverish districts and in the cold weather, and its abuse is comparatively rare. The revenue from this source has increased in the Ahmedabad District along with a reduction in the number of shops from 205 to 191 and from Rs. 88,000 to Rs. 145,000 in the last ten years. This is almost entirely owing to special measures taken for the repression of smuggling from Native States over the border. The profit to Government in the opium consumed is Rs. 5 a pound or Rs. 700 a chest, which doubles the cost price of the drug, and opium is so portable that smuggling is both easy and profitable. Any increase therefore in the excise rate would only stimulate smuggling. It would not diminish consumption. Part of the increased consumption in this district is undoubtedly due to the spread of teetotalism or abstinence from spirituous liquors consequent on the spread of the tenets of the Swami Narayan sect. Classes who once drank now take opium on the sly, though that is equally prohibited by the sect.

7. Smoking of ganja or Indian hemp is almost entirely (I can only recollect meeting one or two instances to the contrary) practised by Sadus or religious ascetics, the naked so-called fakirs with matted locks and nude bodies covered with ashes, amongst whom it is almost universal. In the Ahmedabad District thousands of them pass and repass annually on their way to the sacred shrines of Dwarka or Dakor. Practising the vice from childhood, a fakir can at middle age smoke eight or ten pipes a day without inconvenience. Private persons who become addicted to it generally end their days as lunatics. Bhang, which in Gujarat is a potable preparation in hemp, is not nearly so deleterious. The most respectable merchants in Ahmedabad take it regularly in the hot weather as a refrigerant. The persons incorrectly spoken of in Indian histories and tales as "bhangad" are really persons who have smoked, not drunk, the hemp. The shops for the sale of the drug in the Ahmedebad District are 51 in number, being an increase of four in ten years. Ganja-smoking shops do not exist like chandul shops. The drug is smoked at home. The amount of the farm rose from about Rs. 3,000 to Rs. 5,000 in 1882–83 and has been almost stationary since, though in 1889–90 it rose to nearly Rs. 6,000. This increase was, as well as I recollect, due to enmity between two rival competitors for the shop.

8. I do not think that it would be an advantage to suppress all chandul shops. They exist in London, in America in large numbers, and the ostrich-like policy of ignoring the vice would not in my humble opinion answer. I would rather suppress the private opium dens and force persons who do not smoke privately at home to resort to the shops. I would reduce the amount of licit chandul to be retained by an individual to one tolah, and I would hold the master, owner, tenant or occupant of any house responsible for any gathering of two or more persons for indulgence in the vice. So far from the "legality" and publicity of the opium shops making it easier for the respectable classes to enter "them," it is precisely that which keeps them out of the shops in India. A time might of course come when chandul smoking might spread to respectable classes, and comfortable divais such as exist in China might take the place of the squalid dens now licensed. Even then I suspect Government would be helpless. But sufficient unto the day is the evil thereof. I have no fear myself that the natural self-respect of natives of India

wil ever be so far lost as to permit any general extension of the vice amongst respectable classes, so long as it is kept in the open. Our present policy tends to encourage it in the dark, and that is, as I have said, doing harm.

From C. E. FROST, Esq., Collector of Ahmedabad, to the COMMISSIONER, Northern Division. No. 658, dated 21st February 1891.

With reference to your No. 4,873, dated 17th November last, I have the honour to submit my report on the subject of repressing the opium trade.

2. I append the following statements :—

A.—Showing the number of opium smoking or chandul shops, and the realisations from license fees from 1878–79 to 1890–91.

B.—Showing the number of opium shops, the quantity of opium sold, and the duty realised during the past ten years.

C.—Showing the number of ganja and intoxicating drug shops and the realisations during the past ten years.

CHANDUL SHOPS.

3. Chandul smoking appears to be the most pernicious of all uses to which opium is put, and I regret to say the habit is not less prevalent with the lower classes in Ahmedabad than elsewhere. Before the passing of Act I. of 1878 the sale of chandul was not farmed, but on its introduction and the promulgation of rules under the Act the manufacture of chandul without a license was prohibited. From Statement A it will be perceived that there are licensed chandul shops in the Ahmedabad city only. The number established in 1878 was four, and this number continued unchanged till this year (1890–91) they have been reduced to two. The farm started with a revenue of Rs. 1,326 in 1878–79, which rose to Rs. 3,600 in 1884–85; in 1885–86 the farm fetched Rs. 2,795.13.4, which dwindled down to Rs. 566.10.8 in 1888–89; in the next following year the receipts were Rs. 830.

This year (1890–91) they have fallen to Rs. 730, the number of shops being two.

4. The general opinion seems to be that private smoking is on the increase, and with this there is absolutely no means of interfering. The two remaining shops in Ahmedabad might well be closed now. The loss of revenue would be small, and it would make no difference in the amount of smoking, but it would please the so-called philanthropists in England who meddle with these matters.

I attach the opinions of Rao Bahadur Munsukhram Mulji, City Police Inspector, and Rao Saheb Ajitrai Shivdas, Opium Inspector, on the subject of the vice of opium smoking increasing as a vice. Both agree that it is, and they are officers of vast experience in the matter. I asked Messrs. Green and Bahmanji Edalji Modi to visit the chandul shops at an hour when they are most frequented by smokers, and I attach their descriptions of what they saw. Apparently the Ahmedabad smokers do not go to the length of their confrères of Northern India and Burma, but the evil is a great one nevertheless, though I see no remedy for it.

Appendices D and E.

Appendices F and G.

OPIUM SHOPS.

Statement B attached furnishes talukwar statistics of the number of shops, the quantity of opium sold, and the amount realised during the past ten years. I have also added the minimum guaranteed vend for each year. Prior to 1880, opium was sold through licensed vendors, who paid certain sums for the privilege of selling it, obtaining the duty-paid opium from Government. The farm system was introduced in 1880. Under the former system the shopkeepers used to sell large quantities of smuggled opium brought in clandestinely from Native States, but under the present system the farmer guarantees to sell a fixed minimum quantity or to make up the duty on that quantity. From the statement it will be seen that up to 1884–85 the quantities sold were less than the guaranteed minimum, but even these figures must be accepted with caution, as it is suspected that much of the opium shown as sold was really exported into foreign terri-

tory. From 1885–86 the sales are larger than the quantities guaranteed with the exception of 1887–88, and it seems to me that clandestine exportation to Native States accounts for the higher rate of consumption. The "minimum vend" is year by year raised, and the farmer finds it hard to work honestly up to it, so he manipulates his so-called sales in such a way that he will not suffer exporting at cheaper rates into foreign territory all his surplus stock. There is reason to believe that the system by which the farmers effect this clandestine export is being perfected. The Kaira farmer for the past year, to save himself from the fine for not selling what he undertook to sell, attempted to dispose of his surplus by sending it in three gunny bags to foreign territory. While passing through this district the carriers were detected, but instantly threw down their burdens and made good their escape. There was every reason to believe that the farmer was the miscreant, but it could not be judicially proved. His license has, however, been revoked.

The number of shops has been reduced in the ten years from 201 to 195.

With the increase in "sales" of course rose the receipts. In 1880–81 the revenue was Rs. 88,050, in 1889–90 it has expanded to Rs. 145,841.7.0 for this district. This does not, however, seem to me an index of real increased consumption to any great extent. The Deputy Collector in charge of opium attributes it to the following causes :—

1st.—Opium farmers who have bound themselves to pay a certain sum to Government show larger sales at their shops, but in reality pass on the excess opium stealthily into adjoining territory.

2nd.—Better organisation of the opium preventive establishment and increased vigilance in the repression of opium smuggling from foreign territory compelling our people to use the farmer's opium.

On the other hand, it is said that the spread of the Swami Narayan sect has tended to increased consumption of opium owing to their total abstinence from liquor. The eating of opium is undoubtedly a vice, but it appears to be less baneful in its influence over the constitution and the purse than that of drinking.

I can think of no way of checking it except by raising the prices to the highest point it will bear. This has been long the policy of Government, but it makes smuggling a profitable pursuit. We are at present unable to cope successfully with smuggling although every effort is made to do so. The suppression of the local opium trade as desired by several well-meaning people in England would lead at once to an enormous increase in consumption as the price now is an artificial one. Also the people here will have their opium.

Ganja, Bhang, &c. Shops.

The statement (C) attached furnishes particulars of the increase or decrease in the number of licensed shops and the realisations effected. In the city there has been a decrease of seven shops as compared with the year 1880, and in the Daskroi Taluka an increase of seven, in Dhandhuka of four, and in Dholka of one, while in Sanand the number of shops has fallen from four to two. The realisations, it will be seen, swelled from Rs. 3,053.13.8 in 1880 to Rs. 5,935 in 1889–90, which is the largest income on record.

The habit of smoking ganja appears to be confined chiefly to Sadhus, Gosais, and other religious mendicants, large numbers of whom pass through this district on their way to Dwarka in Kathiawar, and consume by far the greater part of the ganja sold here. Bhang is needed by Brahmans and others chiefly during the hot season. It does not seem to be so injurious as ganja smoking. The use of neither of these drugs appears to have increased to any great extent, and at all events our present system of farming does not induce consumption of them.

Measures taken for preventing Smuggling.

The system of farming appears to have been introduced as a prelude to other sterner measures adopted for preventing as far as possible the illicit traffic in opium. A double staff of excise officers was thus available, the farmer's and the Government employés both working in different interests but to the same common end. Smuggling, however, though kept down to a certain extent, yet continues. Several large seizures have been made, and large numbers of offences are annually detected and successfully prosecuted. To concentrate the responsibility for the detection of opium and abkari cases this Depart-

ment was separated from the police in 1831, and the following establishments were sanctioned since that date in this district :—

1 opium inspector, Rs. 35.—Government Resolution, No. 2,863, dated 6th August 1881.

8 constables.—Government Resolution, No. 2,063, dated 2nd June 1883.

The following abkari establishment which assist in preventing opium smuggling was also sanctioned :—

1 inspector, Rs. 75+Rs. 15 horse allowance.
1 sub-inspector, Rs. 40+Rs. 10 horse allowance.
2 head constables, Rs. 12.
8 constables, Rs. 8.
} Government Resolution, No. 4,195, dated 20th July 1881.

1 sub-inspector, Rs. 40.—Government Resolution, No. 201, dated 17th January 1885.

APPENDIX A.

STATEMENT showing the NUMBER of OPIUM-SMOKING or CHANDUL SHOPS in the AHMEDABAD CITY, and the REALISATION from the LICENSE FEES during the Years 1878–79 to 1890–91.

Name of Place.	1878-79.		1879-80.		1880-81.		1881-82.		1882-83.		1883-84.		1884-85.		1885-86.		1886-87.		1887-88.		1888-89.		1889-90.		1890-91.		Remarks.
	No. of Shops.	Amount realised.	No. of Shops.	Amount realised.	No. of Shops.	Amount realised.	No. of Shops.	Amount realised.	No. of Shops.	Amount realised.	No. of Shops.	Amount realised.	No. of Shops.	Amount realised.	No. of Shops.	Amount realised.	No. of Shops.	Amount realised.	No. of Shops.	Amount realised.	No. of Shops.	Amount realised.	No. of Shops.	Amount realised.	No. of Shops.	Amount realised.	
		Rs. A. P.		Rs. A. P.		Rs. A. P.		Rs. A. P.		Rs. A. P.		Rs. A. P.		Rs. A. P.		Rs. A. P.		Rs A P.		Rs. A. P.		Rs. A. P.		Rs. A. P.		Rs. A. P.	
Ahmedabad City	4	1,326 0 0	4	1,180 0 0	4	1,960 0 0	4	1,800 0 0	4	3,100 0 0	4	2,000 0 0	4	3,600 0 0	4	2,795 13 4	4	2,860 2 1	4	1,300 0 0	4	566 10 8	4	830 0 0	2	730 0 0	

APPENDIX B.

STATEMENT showing the NUMBER of OPIUM SHOPS, CONSUMPTION, and REALISATIONS in the AHMEDABAD DISTRICT during the past 10 Years commencing from 1st August 1880 to 31st July 1890.

No.	Names of Talukas.	1880-81 (18,480 lbs guaranteed).			1881-82 (21,000 lbs. guaranteed).			1882-83 (25,200 lbs. guaranteed).			1883-84 (23,501 lbs. guaranteed).			1884-85 (26,521 lbs. guaranteed).		
		Number of Shops.	Quantity sold in	Amount realised.	Number of Shops.	Quantity sold in	Amount realised.	Number of Shops.	Quantity sold in	Amount realised.	Number of Shops.	Quantity sold in	Amount realised.	Number of Shops.	Quantity sold in	Amount realised.
			Lbs. T. G.	Rs. A. P.		Lbs. T. G.	Rs. A. P.		Lbs. T. G.	Rs. A. P.		Lbs. T. G.	Rs. A. P.		Lbs. T. G.	Rs. A. P.
1	Ahmedabad City	41	7,363 23 90	36,817 15 0	11	5,566 15 0	27,831 14 0	11	5,702 25 0	25,513 2 0	11	4,824 31 90	24,123 15 0	11	5,149 30 0	25,748 12 0
2	Daskroi Taluka				34	1,856 8 0	9,281 0 0	32	2,075 24 0	10,378 0 0	29	2,130 10 0	10,651 4 0	34	1,824 1 0	9,120 2 0
3	Sanand „	9	1,078 9 0	5,391 2 0	19	1,160 0 1	5,800 0 0	27	1,210 18 135	6,052 5 6	18	1,015 4 0	5,075 8 0	20	1,358 10 0	6,792 0 0
4	Dholka „	21	1,807 36 90	9,039 9 0	26	2,123 2 0	10,615 4 0	28	2,225 0 0	11,125 0 0	25	2,894 1 90	14,470 3 0	24	2,167 35 0	10,839 6 0
5	Dhandhuka Taluka	54	2,229 22 90	11,147 13 0	24	2,550 37 179	12,754 12 0	41	4,139 22 45	20,697 12 6	26	3,120 8 135	15,601 2 0	32	6,889 4 0	34,445 8 0
6	Gogha „	14	1,893 25 0	9,468 2 0	11	1,788 20 0	8,942 8 0	17	3,202 0 0	16,260 0 0	15	5,272 0 0	26,360 0 0	16	4,802 23 0	24,012 14 0
7	Parantij „	22	563 21 90	2,817 11 0	22	420 0 1	2,100 0 0	17	409 4 1	2,045 8 0	20	412 5 0	3,560 10 0	19	425 25 0	2,728 2 0
8	Viramgam „	28	2,414 37 0	12,074 10 0	14	1,980 0 0	9,400 0 0	32	3,819 33 90	19,099 3 0	18	2,999 28 45	14,988 8 0	19	2,567 8 0	12,836 0 0
9	Deesa Cantonment	1	258 25 0	1,293 2 0	1	272 1 0	1,360 2 0	1	415 8 0	2,076 0 0	1	487 34 0	2,439 4 0	1	327 31 0	1,638 14 0
	Total	201	17,610 0 0	88,050 0 0	162	17,619 4 1	88,085 8 0	206	22,649 15 91	1,13,246 15 0	165	23,556 3 0	1,17,780 6 0	176	25,632 13 0	1,28,161 10 0

No.	Names of Talukas.	1885-86 (26,521 lbs. guaranteed).			1886-87 (26,521 lbs. guaranteed).			1887-88 (27,744 lbs. guaranteed).			1888-89 (27,744 lbs. guaranteed).			1889-90 (27,744 lbs. guaranteed).			Remarks.
		Number of Shops.	Quantity sold in	Amount realised.	Number of Shops.	Quantity sold in	Amount realised.	Number of Shops.	Quantity sold in	Amount realised.	Number of Shops.	Quantity sold in	Amount realised.	Number of Shops.	Quantity sold in	Amount realised.	
			Lbs. T. G.	Rs. A. P.		Lbs. T. G.	Rs. A. P.		Lbs. T. G.	Rs. A. P.		Lbs. T. G.	Rs. A. P.		Lbs. T. G.	Rs. A. P.	
1	Ahmedabad City	11	4,700 13 0	23,501 10 0	11	4,964 10 0	24,821 4 0	11	5,063 15 0	25,316 14 0	11	5,242 15 0	26,211 14 0	11	5,630 10 0	28,151 4 0	
2	Daskroi Taluka	39	1,610 39 0	8,054 14 0	40	1,699 0 0	8,495 0 0	38	2,307 2 0	11,535 4 0	39	1,983 10 0	9,916 4 0	38	2,545 31 19½	12,728 15 0	
3	Sanand „	23	1,598 4 0	7,965 8 0	21	1,565 0 0	7,825 0 0	20	1,421 21 0	7,107 10 0	20	1,296 7 0	6,480 14 0	21	1,505 12 0	7,526 8 0	
4	Dholka „	26	1,828 22 0	9,142 12 0	21	1,610 36 0	8,054 8 0	35	2,389 0 0	11,945 0 0	40	2,095 34 0	10,479 4 0	40	1,462 6 0	7,310 12 0	
5	Dhandhuka Taluka	27	9,173 16 0	45,867 0 0	39	7,592 39 0	37,964 14 0	31	6,283 38 0	31,419 12 0	33	9,243 5 0	46,215 10 0	30	8,300 33 0	41,504 2 0	
6	Gogha „	16	4,712 29 0	23,563 10 0	16	4,678 8 0	23,391 0 0	16	4,174 14 0	20,817 12 0	17	4,506 31 0	22,533 14 0	16	5,064 35 0	25,324 6 0	
7	Parantij „	18	547 31 90	2,738 15 0	19	506 12 0	2,531 8 0	16	561 25 0	2,808 2 0	18	611 10 0	3,056 4 0	17	810 5 0	4,050 10 0	
8	Viramgam „	18	3,243 15 0	16,216 14 0	16	3,644 15 90	18,221 15 0	18	2,918 28 0	14,593 8 0	21	3,323 26 0	16,618 4 0	21	3,500 25 0	17,503 2 0	
9	Deesa Cantonment	1	218 20 0	1,092 8 0	1	335 19 0	1,677 6 0	1	358 36 90	1,794 9 0	1	379 19 0	1,897 6 0	1	348 14 0	1,741 12 0	
	Total	179	27,628 29 90	1,38,143 11 0	175	26,596 19 90	1,32,982 7 0	186	25,478 19 90	1,27,392 7 0	200	28,691 37 0	1,43,409 10 0	195	29,168 19 101½	1,45,841 7 0	

APPENDIX C.

STATEMENT showing the number of GANJA and INTOXICATING DRUG SHOPS in the different TALUKAS of the AHMEDABAD DISTRICT and REALISATIONS during the Revenue Years 1880–81 to 1889–90.

Year.	Ahmedabad City.	Daskroi Taluka, exclusive of Ahmedabad City.	Dhandhuka.	Gogha.	Deesa.	Dholka.	Viramgam.	Parantij, including Modasa.	Sanand.	Total.	Realisations.	Remarks.
											Rs. A. P.	
1880-81	31	1	2	1	—	2	3	3	4	47	3,053 13 8	
1881-82	27	2	3	1	—	2	4	2	3	44	3,685 11 5	
1882-83	Talukwar detail not forthcoming.									45	5,205 0 0	
1883-84										45	5,264 0 0	
1884-85	23	2	8	1	1	3	3	3	2	46	4,109 0 0	
1885-86	21	3	7	1	1	2	3	4	2	44	4,515 0 0	
1886-87	22	4	7	1	1	2	3	4	2	46	5,582 0 0	
1887-88	22	4	7	1	1	3	3	4	2	47	5,525 0 0	
1888-89	22	4	7	1	1	3	3	4	2	47	5,521 0 0	
1889-90	24	8	6	1	1	3	3	3	2	51	5,935 0 0	The increase is due to the want in some villages of Daskroi Taluka as reported by the District Abkari Inspector.

APPENDIX D.

OPINION of RAO BAHADUR MUNSUKRAM MULJI, Inspector of Police, Ahmedabad City.

"The vice of smoking opium as a vice is extending in the city of Ahmedabad, while that of smoking ganja and drugs is not on the increase. It is true that the number of licensed shops of smoking opium was formerly four and it has now been reduced to two, but from this it is not to be understood that the number of persons smoking opium is reduced, but on the contrary it has been increased, as each person is permitted to have ten tolahs in his possession at a time without any legal restriction, and, consequently, smoking opium in private houses other than the licensed ones is largely on the increase. From my experience of about more than four years of the city of Ahmedabad, and from my personal occasional visits to the chandul shops in the city, I am led to believe that the vice of smoking opium is extending, and is the worst of all the other vices, namely, eating and drinking opium and smoking other drugs, as it does not give much strength at all, but on the contrary it makes the smoker weak and pale. The persons who have got this habit generally belong to the lower classes of the community, and most of them live upon gambling and other offences, such as petty thefts, cheating, &c."

APPENDIX E.

OPINION of RAO SAHEB AJITRAI SHIVDAS, Opium Inspector, Ahmedabad.

"Since the sale of chandul has been farmed out the number of chandul smokers has been on the increase. There is no doubt about it. According to my experience, extending over nine or ten years, more chandul smokers are seen now than before, and among them there are many who smoke privately, because the law allows it, persons smoking privately not being treated as offenders. This has led to the increase in the number of private gatherings of chandul smokers. I think there must be about 1,000 chandul smokers now in the whole city. Such is my surmise. Of these hardly 400 or 500 persons might be smoking at the izardar's chandul shops. The reasons are:—

"1. As the izardar has to make his profit to meet the expenses on account of servants, &c., and to pay the amount contracted for, he sells the chandul dear and makes it thin. It therefore does not suit the smokers. Hence all the smokers do not patronise the izardar, but go to other places where chandul is prepared privately and given for smoke.

"2. Persons who give chandul secretly for smoke make their chandul rather thick, and as they have no other expense to bear they sell it cheap. Hence smokers are tempted to go to them, because they cannot thereby be offenders against the law, and, consequently, there is no means of preventing them from doing so.

"3. There are only two ways of bringing the persons who give chandul secretly within the clutches of the law. They can be convicted on two grounds, viz., selling chandul without a license and possessing chandul in excess of 10 tolas. But both these infractions are not such as can come to the knowledge of Government servants or of persons who do not smoke, because persons who sell chandul secretly are not under the necessity of keeping more than 10 tolas in their possession. If they make half a pound of it from quarter of a pound of opium they may keep half of the preparation at the smoking haunt and the rest at some other place, whence they can draw upon when required. Thus no offence is committed until more than a quarter of a pound is kept in possession. Besides, the smokers are the customers of these people, and therefore they would not say when giving their evidence that chandul was sold to them, for fear of being refused admittance into the shops afterwards, whereby they would be compelled to smoke the dear and greatly diluted chandul of the izardar. It is, therefore, difficult that they can come within the other offence (selling opium).

"4. I think that to smoke chandul is the worst habit. The places where it is smoked are likely to cause sickness to a person who visits them when smokers are imbibing; still those who are addicted to it cannot do without it. The habit of smoking chandul can be dropped by eating opium, and also, perforce, if there is no one to give chandul to smoke. Therefore, if the making and giving of chandul for smoke were prohibited by law, people would be saved from ruin, and I think there will be no decrease in opium revenue. Chandul smokers become sluggish, weak, laggard, and lazy, and great miscreants. Many cunning chandul smokers after their conviction for making, smoking, and giving chandul for smoke at their own houses because of their not getting good and cheap chandul from the izardar are carrying on the trade of selling chandul secretly for smoke in such a manner as not to come within the law, but, there being no means available for catching them, such offences are left undetected. I think so."

APPENDIX F.

DESCRIPTION by E. F. GREEN, Esq., Superintendent of Police, Ahmedabad, of his VISIT to the CHANDUL SHOPS in AHMEDABAD CITY.

"Formerly there were four chandul shops in Ahmedabad City, viz., at Khasbazar, Pir Mahomedshah, Dariapur, and Panchkuva. The latter two have been lately closed at the request of the chandul contractor. The two shops at present licensed open at sunrise and shut at 9 p.m. The daily attendance varies between 75 to 100 at Pir Mahomedshah, and 100 to 150 at Khasbazar, the daily taking in the former shop being

Rs. 4-8 to Rs. 5, and in the latter Rs. 5-8 to Rs. 7. I visited Husenmia Baker's, the licensed vendor of chandul at Pir Mahomedshah, about 7 p.m. on the 20th November, and found a couple of small dirty rooms, to get into which I had to climb a steep and narrow flight of steps, occupied by about 12 persons of the lowest and worst class, two of them being prostitutes. The two rooms together could only accommodate 20 to 25 people at one time. The vendor had been about 4½ years in the shop, and he informed me that between 9 and 11 a.m. and 7 and 9 p.m. the attendance was fair, but that the whole business was dwindling away owing to private smoking parties. Turning my attention to the smokers, I found none of them at all intoxicated, and should think they could never get so for two reasons, firstly, on account of the poorness of the chandul; secondly, the want of money to procure a sufficient quantity at one time. One and all of the smokers complained of the poorness of the stuff they got, and inveighed against the private smoking parties. The vendor's excuse for preparing weak chandul was that he had to make good Rs. 730 for license fee, besides house-rent, &c., per annum.

"2. I visited this shop again next evening a little later, and found about the same number of persons, one or two persons being the same as seen by me the previous evening. Both evenings I also visited Ramjan Nathu's shop, which resembles a very dirty coachhouse with a dirty stable-yard, with big doors leading out into the Khasbazar. This man had been in business about 7½ years. The information obtained from the vendor and smokers, was the same as above. The first evening there were about 22 persons and the second 27, two or three prostitutes each evening. If the whole yard were occupied, probably 50 people might be accommodated at one time. Both shops are frequented by Mahomedans, Hindus, Lodhas, dyers, goldsmiths, and Marwari prostitutes."

APPENDIX G.

DESCRIPTION by KHAN BAHADUR B. E. MODI, District Deputy Collector, Ahmedabad, of the CHANDUL SHOPS in AHMEDABAD CITY visited by him.

"I visited the two shops in the City at 8 o'clock in the night. In the shop near the Hope Market I found 26 persons, one of whom was a woman. They were mostly Mahomedans, but there was a fair number of low caste Hindus. One was a Shravak Wania. None of them were in anything like complete stupor, but they all lay too close to each other. One dose consists of a quarter tola of chandul, that is, opium mixed with water, and costs one anna and four pies. The people complained that owing to the larger quantity of water they could not obtain sufficient intoxication. The farmer makes about two tolas of liquid chandul from one tola of opium. The price of one tola of opium is about five annas, and for every five annas spent on opium the farmer gets ten annas eight pies. He pays out of these profits the sum for which the farm is given to him. About 100 persons, speaking roughly, smoke daily at this shop, and about 75 at the other shop. At this other shop when I visited there were 16 persons. One was a Bania mukadam of a cotton mill; he had been induced by a Mahomedan mill-hand to taste the pleasures of opium.

"There was a bad smell in the first house owing to the presence of a urinal and on account of the spittings of the people; in the other shop it was not so bad. The atmosphere in both the places was rather heavy on account of the smoking. There are one or two sweetmeat sellers, sometimes sugarcane sellers, in these chandul shops, for people must eat something after the smoke."

From J. K. SPENCE, Esq., Acting Commissioner of Customs, Salt, Opium, and Abkari, to the CHIEF SECRETARY TO GOVERNMENT, Bombay, Revenue Department. No. 1,094, dated 9th March 1891.

I have the honour to offer the following remarks with reference to the papers, forwarded with Government endorsement No. 8,070, dated 15th November last. I have taken the liberty of retaining the papers, as copies are probably available in the Secretariat. If not, the papers will be returned on application being made for them.

2. The general questions raised in the papers are the following :—

(1.) That it is an established fact that the opium vice is spreading throughout India.

(2.) That licensed opium dens should be closed.

(3.) That the sale of opium should be limited to that necessary for medical purposes.

(4.) That serious hindrance is caused to missionary work by the connexion of Government with the opium trade, which is immoral and contrary to the Gospel of Christ.

(5.) That officials are liable to be careless in acting up to the principle of obtaining the maximum of duty with the minimum of consumption.

3. The points that more especially affect Bombay are :—

(1.) That the figures regarding the number of shops licensed for the sale of opium and other intoxicating drugs are not available to show whether the number of such licenses has increased or otherwise, but that the increase in revenue bears out the view that it has increased.

(2.) The description of the shops for the sale of opium, chandul, and madat in the cities of Bombay and Poona.

4. If the Society for the Suppression of the Opium Trade has made up its mind that the spread of the opium vice is an established fact, I fear that there is no use in resorting to any arguments regarding the matter. The first point that arises is whether the taking of opium in moderation in any shape is a vice. If that question is begged and the increase in the number of shops and the amount of licit opium consumed is taken as incontrovertible evidence that the actual consumption has increased, then there is nothing further to be said in the matter. I append statements showing the number of shops for the sale of opium in its various forms and of other intoxicating drugs during the last 10 years in each district in the Presidency. The statement also shows the number of pounds of licit opium that passed into consumption in each year in each district. No accurate statistics are available of the amount of intoxicating drugs other than opium that passed into consumption.

5. The statements show the following facts :—The number of shops for the sale of opium has increased from 872 in 1879–80 to 1,175 in 1888–89. In the same way the number of shops for the sale of chandul and madat has varied from 67 in 1880–81 to 131 in 1887–88. The number of shops for the sale of intoxicating drugs other than opium shows a very small variation from 614 in 1883–84 to 663 in 1888–89. These shops supplied a total population of 16,454,414, so that in 1888–89 there was one opium shop to about 14,000 people ; in 1887–88 there was one chandul or madat shop to 125,606 people, and in 1888–89 there was one shop for intoxicating drugs to 24,818 people. The consumption of licit opium for the whole Presidency has risen from 63,028 lbs. in 1879–80 to 150,435 lbs. in 1886–87. The consumption in the latter year was less than ·15 oz. per head of population for the whole Presidency. In the Ahmedabad district, where the consumption was higher than anywhere else, the consumption per head of population in 1888–89 was less than ·54 oz. It must be remembered that this was for opium in every shape or form, and the census figures are those for 1881, so that nothing has been allowed for increase in population. I hardly dare to hope that even yet the figures show anything like the amount actually consumed.

6. Regarding the point whether opium taken in moderation in certain shapes is an unmixed evil, there is certainly diversity of opinion, but the point is one that must be fought out by medical experts, with a knowledge of Indian conditions and the form and amount in which opium is generally taken by habitual consumers. To show that there is one eminent authority in favour of the moderate consumption of opium, I need only point to Sir W. J. Moore, K.C.I.E., late Surgeon General with the Government of Bombay, who has lately written an article in praise of opium.

7. As to whether the consumption of opium in any form is increasing, I can only say that my own experience as a district officer of many years' service does not bear out the supposition, and in this I am generally borne out by the opinion of the present collectors. I hope it is hardly necessary for me to put down all the commonplace arguments that could be brought forward against the principles enunciated by the society. I will therefore content myself with giving extracts from the reports of officers who have to practically administer the country.

The Collector of Broach writes :—

"The consumption of opium in the ordinary manner is pretty general throughout this district, but the taking of it in excess is the exception, not the rule. I think it far more

probable than not that in a low-lying country like this, with creeks and margins to creeks running in all directions, and continually alternating between wet and damp, the taking of opium in moderation is conducive to the maintenance of health, and that the rate of mortality would increase were the drug prohibited. I think that to those who are exposed to the malarious vapours that exist here over a very large portion of the area of the district for about half the year, the use of either opium or alcohol in some form is desirable, and the use is far more likely to turn into abuse in the case of alcohol than in that of opium.

"The opium consumed in the ordinary way is not usually consumed in the shops where it is sold, but taken away and consumed gradually as required, and to take away from a large portion of the population a drug which they use in moderation and believed to be a necessity of life, would be a serious step."

The Collector of Kaira writes :—

"It is true that the number of shops licensed for retail sale of opium has increased during the last ten years, but I think they do no more than afford a reasonable facility to the public for purchasing the drug, and in no way tend to increase the aggregate sale or to attract additional customers.

"I have no reason to suppose that the consumption of the drug is in any portion of the district on the increase, although I was here 20 years ago; and, if Government sells more itself, this is because the public find it more difficult to obtain illicit or smuggled opium.

"My own opinion is that the policy of Government in this district, if anything, checks the consumption of opium.

"There are no shops licensed for the sale of chandul or madat or any other preparation of opium for consumption on the premises only."

The Collector of Nasik writes :—

"The important question at issue is whether the sale of opium should be forbidden except for medical purposes, and on this point I cannot express my opinion too clearly or too plainly. It would be in the last degree impolitic to stop the opium trade as it exists now, and any wholesale measure which had this end in view would have the most cruel and the most oppressive consequences. It could no more be justified than could an Act to stop the liquor trade in England.

"I do not think that it is necessary that I should criticise the reprint further. My own opinion is—and it is formed after 23 years' service actually among the people and in nearly every part of the Bombay Presidency and of the Mysore Province—

"1. That opium smoking or eating as practised by the vast majority of people who use the drug is not carried to excess.

"2. That the moderate consumption of opium is no more harmful than the moderate consumption of liquor, and in many cases, like the moderate consumption of liquor, is distinctly beneficial.

"3. That the increased revenue from opium is due (*a*) to the more effectual steps taken to prevent smuggling, (*b*) to the increasing population, and (*c*) to the increasing prosperity of the people which gives them more money to spend on luxuries.

"4. That the 'opium sot' is a much less harmful person to his family and his neighbours and the community generally than the drunkard; and

"5. That Government even if it tried could no more prevent the consumption of opium than the consumption of drink. It would be useless to attempt to achieve either end: it would be worse than useless. It would in my opinion be a blunder, for I can see no weight in the reasoning that would prevent the vast bulk of the population indulging moderately in the opium luxury, simply because a very small minority harm themselves by indulging in it to excess.

"As regards those parts of India which I know well, and those alone, it is a gratuitous assumption that opium smoking causes 'widespread misery and demoralisation,' and so also is it that 'the British connexion with the opium trade' is a 'serious hindrance to missionary work.' Apart from the fact that the Government of India has nothing to do with missionary work, I have never once in 23 years heard a single missionary—and I have met dozens—specially refer to or quote the opium trade as interfering with his endeavours. The proposition is true in the abstract, no doubt, but in the same manner that the abstract proposition is true that the existence of public houses in the slums of London interferes with Christian effort there."

The Collector of Surat writes :—

"Opium in its raw state for eating or drinking is not consumed on the premises at which it is bought, but carried away in small quantities for use at home. It is comparatively productive of little harm, and the remarks of the chairman of the society appear to be directed not so much against it as against the preparations for smoking, which are, as I have shown above, becoming less popular. Even such as it is, its use is certainly not increasing. The number of shops in the district stands at the same figure as 10 years ago, viz., 20. On the whole there is nothing in this district to justify the strictures which have been passed on the policy of Government."

The Collector of Khandesh has written so temperate and sensible report that I append it *in extenso*.

8. Although the society seems to be opposed to the recognition of opium consumption in any form whatever, its arguments are more specifically directed against the chandul shops, the demoralization and deterioration arising from which are graphically described. Regarding these shops, including those for the sale of madat and other intoxicating drugs, I again quote from the reports of the collectors :—

The Collector of Broach writes :—

"Whether the habit of opium smoking and ganja smoking is increasing in this district I am not able to say with certainty, but I think it is not improbable. In 1888–89 the imports of ganja were 59 Bengal maunds, while in 1889–90 they were 77. The habit is without any doubt injurious, and, though I have no desire to be thought to sympathise with the hysterical sentiments of Exeter Hall, or to accept its very general deductions from a few facts sensationally represented, I should be glad to have the sale of ganja gradually but rapidly abolished, and also the sales of chandul, madat, and other preparations of opium used for smoking. Those who now smoke opium would prepare it in their own houses, but the habit would not spread to other people, at any rate, to the extent that it would now. Ganja smokers might be registered and in taluka towns supplied only from a Government office, and none but registered persons would be allowed to purchase, and those only enough for their own consumption. As they died off, the sale would be absolutely stopped.

"It would be necessary to forbid by law the use of any room or place for smoking ganja or opium except by the owner or occupier of the premises, or the shopkeeper might hire a separate room for the purpose near his shop.

"I see no reason why it should not be forbidden to have opium consumed on the premises at shops where it is sold."

The Collector of Sholapur writes :—

"I can hardly conceive anyone seriously advocating the continuance of license to sell opium to be consumed on the premises. Such dens are, I believe, happily unknown in the mofussil.

"I am not aware what the provisions of the Pharmacy Act are, but I think that opium should only be sold as a medicine and by medical practitioners with licenses. It should be prohibited in its various forms as an intoxicant. It is chiefly used here by very young children, to whom it is given partly as soporific and partly on the, surely erroneous, presumption that it is good for them.

"As to ganja its growth and sale as an intoxicant should be prohibited."

The Collector of Poona forwards the following report from the City Magistrate, the Collector being of opinion that the experiment of refusing licenses for chandul and madat shops might be tried :—

"There are three chandul and four madat shops in the city of Poona. They are kept open daily from 6 a.m. to 9.30 p.m., and are frequented by both men and women of bad character at all hours of the day, where they smoke preparations of opium that are prepared for them by the keepers of the shops. The City Magistrate personally inspected some of these shops without previous notice on the morning of the 19th ultimo, and found men and boys, including some high caste but fallen men, smoking to intoxication. These shops though situated in houses, the operations are generally carried on in the innermost and darkest portions thereof, and are dens for bad characters. The smoking of these preparations greatly demoralizes and debilitates persons addicted to the habit. The City Magistrate would strongly recommend that no licenses be granted in future for chandul and madat shops in Poona city.

The Collector of Satara writes :—

"So far as my experience goes the shops licensed for the retail sale of opium are conducted in a proper way, and the opium sold is used chiefly for medical purposes.

Native mothers are much addicted to administering opium pills to their children when they are fretful, and when it is necessary for the mothers to leave the children behind, when they go to their work, but it would be very difficult to interfere with such a practice, although we know it to be deleterious. When the mothers are better educated they will see the danger of the habit, and meanwhile anyone who administers opium to a child in such a way as to endanger its life can be punished for doing a rash and negligent act.

"As regards the suggestion made in paragraph 18 of the memorial to close the opium dens or shops for the retail sale of opium to be consumed on the premises, I must state that, until I read these papers, I was unaware that such opium dens existed in Bombay. I certainly have not heard of them in any district in which I have served. I am respectfully of opinion that licenses should not be issued for the retail sale of opium to be consumed on the premises. The vice of opium smoking evidently possesses a fearful fascination, when once it is acquired, and its effects are deadly, depriving the victim of all moral resolution. With these facts made palpable it is a serious thing for Government to offer any facility for acquiring the vice, by licensing a shop, where anyone is at liberty to make a trial.

"In the Satara District no license for the sale of chandul and madat has been issued for two years."

The Collector of Nasik writes:

"Chandul, madat, and majum are used by a very small class only, and I do not think any real hardship would be inflicted if the sale of them were forbidden.

"Bhang and ganja are much more widely consumed, and I am not prepared on the evidence before me to recommend that all bhang and ganja shops should be closed."

The Collector of Surat writes:—

"The use of chandul and madat is confined in this district to the city of Surat. They were first introduced there 17 or 18 years ago, the former by some Chinese settlers and the latter by a fakir from the Nizam's dominions. At first the shops were kept secret and were under no sort of Government supervision; consequently the use, especially of chandul, increased rapidly. 'At the same time when the attention of the collector was first drawn to the practice as many as 200 persons had become confirmed smokers of this preparation. Since it has been confined to recognised shops, or, in other words, dragged into the open light of day, the number of devotees has decidedly diminished, and the vice seems in a fair way of being stamped out altogether. The number of chandul shops was five in 1879–80. In 1881–82 it dropped to four, in 1883–84 to three, and in 1885–86 to two, at which it for the present remains. These figures represent a decrease in the actual consumption as the license still holds good for seven, but the farmer does not find it worth his while to open them. The madat shops have numbered two all along. Having personally visited one shop of each class at the most frequented time in the evening, I can testify to their not being overcrowded. About a dozen customers were in each. A still more certain test would be the quantities of opium issued to chandul and madat shops. If they can be procured for the last 10 years they shall be sent hereafter, but at present I am only able to give the figures for two years. They are—

	lbs.
In 1888–89 - - - - -	64
In 1889–90 - - - - -	28

"All these facts suggest a fair inference that the publicity of recognised shops tends to deter from the practice all except those who are already too far gone to care for public opinion, while the supposed secrecy of an elicit trade tends to attract many less callous customers.

9. The Collector of Bombay has written so full a report regarding the city that I forward it in original, and will only supplement Mr. Campbell's remarks with the results of my own experience. Without notice, I visited one shop for the sale of dry opium, two shops where chandul was smoked on the premises, and one where madat was the intoxicant. There is no doubt the sale at the dry opium shop was very brisk, but the opium was purchased in very small quantities, a great many of the purchasers being women, who openly avowed that the drug was for the purpose of quieting their children. It is well known that this practice is most common, and though there can be little doubt that it is deleterious I do not see how it can be interfered with. If it led to the results indicated by the society, that children dosed in this way were bound to become confirmed opium consumers in after life, there would hardly be an adult in India that would be free from the habit. The practice is given up when children are able to take care of

themselves, and the experience of most officers will tell them at how early an age the native infant among the poorer classes can be left to itself. The chandul shops may not have been in full blast when I saw them abont 6 p.m., but I saw about 50 persons in each shop. There were no women and no children. I saw no immodest behaviour and nothing to attract customers. Everything was quiet and business-like, but sordid and grimy. There was no mental or physical demoralization or deterioration that I could see. Two or three men were evidently sleeping off the effects of the drug, but were easily aroused and answered questions. In both establishments I was asked and advised to close such places, showing that the inmates had clear perceptions that mischief was caused. I had one example to show that the habit is not so strong that it cannot be shaken off. One middle-aged Mahomedan told me that he had been a smoker for 20 years. He showed no signs of deterioration in any way, and was a clean, respectable well-fed man. It appeared that his avocations called him away from Bombay for some months of every year at long intervals. When he thus went away he missed his chandul for some days, but found no difficulty in doing without it, though he always took to it again on his return. Now anyone can get dry opium anywhere and can easily learn to make it into chandul, and if a confirmed smoker was too lazy or too indifferent to supply himself, the habit can hardly have the fatal and ineradicable fascination described by the society. On the whole I should say that a chandul den in the worst quarter of Bombay was a far more respectable and unalluring place than a gin palace in the east end of London. The madat shop struck me as having nothing particular to be said against it.

10. I will therefore sum up the conclusions I have arrived at from my own experience and from the reports I have received as follows:—

(1.) It has not been shown that the consumption of dry opium in moderation is deleterious, and we should have no more right to interfere with the liberty of the subject and stop its consumption than we should have to stop the consumption of liquor or tobacco.

(2.) There is nothing to show that the consumption of opium is spreading; more licit opium is consumed owing to better arrangements for the prevention of the use of illicit opium, to increase of population, and to improvement in the prosperity of the people.

(3.) The use of chandul and madat is confined to such a small proportion of the population that it is a question whether it is worth while to keep up licensed shops for the sale and consumption of these preparations on the premises. If, however, the shops were abolished there would be no diminution in the consumption of the drugs, as they would be resorted to in private or in organised clubs, and it would be better that such shops should be under Government supervision and control. If they are released from control, a large preventive establishment will be necessary, and there will be an increased number of prosecutions causing discontent and dissatisfaction at interference with private rights.

(4.) The same remarks apply to intoxicating drugs other than those prepared from opium. The revenue derived from the sale of such drugs is hardly worth consideration, but a certain number of people will use them, and it is better that the use should be under supervision and control.

(5.) The religious question should not be introduced into any discussion of this kind.

(6.) It has not been shown that officials in any part of the Presidency have been fostering the sale and consumption of opium in any shape or form with a view of increasing the revenue. There can be little doubt that in spite of all efforts illicit opium is still largely consumed, and the Government returns show nothing like the actual consumption, nor does Government realise the full revenue that it ought to.

STATEMENT showing the CONSUMPTION of LICIT OPIUM in each of the under-mentioned Districts of the BOMBAY PRESIDENCY, including SIND, during the Revenue Years from 1879–80 to 1888–89.

Districts.	Population.	1879–80.	1880–81.	1881–82.	1882–83.	1883–84.	1884–85.	1885–86.	1886–87.	1887–88.	1888–89.	Remarks.
		lbs.	lbs.	lbs.	lbs.	lbs.	lbs.	lbs.	lbs.	lbs.	lbs.	
Bombay -	773,196	9,246	11,125	10,750	11,791	11,557	12,615	15,532	17,088	16,903	21,792	
Ahmedabad -	856,324	16,139	20,465	17,617	22,649	23,760	25,857	27,783	26,687	25,541	28,676	
Kaira - -	804,800	8,262	10,063	9,299	11,765	11,658	10,994	13,136	16,310	12,374	13,730	
Panch Mahals -	255,479	3,176	3,780	2,760	2,920	2,718	2,766	2,596	2,251	2,471	2,349	
Broach -	326,930	6,449	9,879	8,807	10,453	11,739	12,353	13,507	11,799	12,054	9,895	
Surat - -	614,198	2,326	3,406	3,531	3,920	3,820	3,692	4,693	3,975	4,335	3,659	
Thana - -	807,367	692	1,103	1,299	1,589	1,636	1,337	1,688	1,764	1,496	1,312	
Nasik - -	781,206	1,586	1,922	2,194	3,474	4,498	5,895	5,557	5,684	5,640	5,516	
Khandesh -	1,237,231	1,576	2,771	6,693	8,115	9,588	10,282	11,246	11,301	11,872	11,460	
Ahmednagar -	751,288	974	1,670	2,499	5,404	6,722	7,707	8,887	10,565	10,414	10,175	
Poona - -	900,621	1,205	5,190	5,852	7,266	8,550	8,960	9,382	11,104	9,509	8,676	
Sholapur -	582,487	762	1,187	2,983	4,196	5,220	6,942	8,140	8,777	6,366	6,555	
Satara - -	1,062,350	967	1,252	1,207	1,815	2,177	2,806	4,028	4,248	4,558	4,519	
Belgaum -	864,014	742	652	730	849	720	718	1,271	843	768	675	
Dharwar -	882,907	280	351	380	424	498	555	660	604	686	795	
Bijapur -	638,493	124	140	190	426	335	312	378	388	344	399	
Kanara -	421,840	106	108	113	116	137	136	179	192	161	121	
Ratnagiri -	997,090	191	173	164	181	190	190	216	218	207	238	
Kolaba -	482,630	244	261	320	326	337	679	657	607	676	696	
Karachi -	478,688	2,216	2,290	2,599	2,653	3,426	3,578	4,728	4,803	3,358	4,505	
Hyderabad -	957,968	4,009	4,587	5,684	7,100	6,051	7,185	8,273	9,137	10,032	9,824	Includes figures for Tnar and Parkar.
Shikarpur -	977,167	1,156	1,603	1,592	2,051	2,103	2,312	2,633	2,019	2,459	2,658	Includes figures for Upper Sind Frontier.
Total -	16,454,414	63,028	83,978	87,263	108,583	117,440	127,871	145,170	150,434	142,324	148,295	

NOTE.—The figures given in this statement include opium manufactured into chandul and madat.

J. K. SPENCE,
Acting Commissioner of Customs,
Salt, Opium, and Abkari.

STATEMENT showing separately the NUMBER of SHOPS licensed for the SALE of OPIUM and CHANDUL and MADAT in the under-mentioned Districts of the BOMBAY PRESIDENCY, including SIND, during the Revenue Years from 1879-80 to 1888-89.

Districts.	1879-80.		1880-81.		1881-82.		1882-83.		1883-84.		1884-85.		1885-86.		1886-87.		1887-88.		1888-89.		Remarks.
	Opium Shops.	Chandul and Madat Shops.	Opium Shops.	Chandul and Madat Shops.	Opium Shops.	Chandul and Madat Shops.	Opium Shops.	Chandul and Madat Shops.	Opium Shops.	Chandul and Madat Shops.	Opium Shops.	Chandul and Madat Shops.	Opium Shops.	Chandul and Madat Shops.	Opium Shops.	Chandul and Madat Shops.	Opium Shops.	Chandul and Madat Shops.	Opium Shops.	Chandul and Madat Shops.	
Bombay	9	*18	10	*18	10	*20	10	*20	10	*20	11	*20	11	*20	11	*20	11	*20	11	*20	* Equal number of chandul and madat shops, which are sold in Bombay separately.
Ahmedabad	312	4	201	4	162	*4	206	4	165	4	176	4	179	4	175	4	186	4	200	4	
Kaira	†	—	112	—	108	—	118	—	134	—	127	—	137	—	141	—	154	—	156	—	† No shops. Sales managed departmentally.
Panch Mahals	42	—	41	—	41	—	41	—	45	—	37	—	37	—	34	—	32	—	33	—	
Broach	21	—	21	—	47	—	49	—	59	1	49	—	50	—	49	—	50	1	51	1	
Surat	20	7	20	7	20	6	20	6	21	5	21	5	21	4	19	4	20	4	20	4	
Thana	11	3	14	3	15	3	15	3	15	5	15	7	15	7	17	6	18	6	18	6	
Nasik	36	2	31	1	31	5	35	4	40	4	40	7	41	7	41	7	41	8	40	8	
Khandesh	65	25	61	24	60	23	63	24	65	25	67	29	68	31	68	34	67	38	71	37	
Ahmednagar	24	4	24	4	24	4	30	4	30	4	33	4	41	4	44	4	46	4	46	3	‡ Chandul and madat were sold at opium shops during these years.
Poona	43	‡	39	‡	41	‡	41	‡	44	8	44	8	46	8	47	19	50	15	49	14	§ Information not available.
Sholapur	8	§	18	§	19	§	19	§	36	§	38	2	42	3	43	4	42	4	42	6	
Satara	27	2	28	2	28	2	28	2	28	2	30	2	30	2	36	3	36	4	36	4	
Belgaum	6	2	6	1	6	—	6	2	7	3	7	3	12	3	12	4	13	4	16	5	
Dharwar	9	§	14	§	17	§	18	§	18	§	20	§	23	§	22	2	23	2	25	2	
Bijapur	8	2	8	2	8	2	9	2	9	3	12	4	14	3	14	3	15	3	16	3	
Kanara	7	—	7	—	7	—	8	—	9	1	9	...	10	—	10	—	10	—	10	—	
Ratnagiri	5	—	7	—	7	—	7	—	7	—	9	—	8	—	8	—	8	—	8	—	
Kolaba	8	1	9	1	9	1	9	1	9	1	9	1	9	1	9	1	9	1	9	—	
Karachi	89	‡	90	‡	90	‡	90	‡	90	4	90	4	90	4	90	4	90	4	90	4	
Hyderabad	92	‡	99	‡	99	‡	96	‡	98	3	98	3	95	3	96	3	96	3	105	3	
Shikarpur	50	‡	66	‡	70	‡	61	6	64		65	6	65	6	74	6	62	6	62	6	
Thar and Parkar	—	—	—	—	—	—	—	—	46		46	—	46	—	46	—	46	—	46	—	Information regarding opium and chandul shops will be supplied when received.
Upper Sind Frontier	—	—	—	—	—	—	—	—	19	—	16	—	22	—	15	—	14	—	15	—	
Total	892	70	926	67	919	70	979	78	1,068	99	1,069	109	1,112	110	1,121	128	1,139	131	1,175	130	

J. K. SPENCE,
Acting Commissioner of Customs, Salt, Opium, and Abkari.

STATEMENT showing the NUMBER of SHOPS licensed for the SALE of INTOXICATING DRUGS in each of the under-mentioned Districts of the BOMBAY PRESIDENCY, excluding SIND and ADEN, during the Revenue Years from 1879–80.

Districts.	Population.	1879–80.	1880–81.	1881–82.	1882–83.	1883–84.	1884–85.	1885–86.	1886–87.	1887–88.	1888–89.
Bombay - - - -	773,196	163	137	137	100	84	84	79	73	76	79
Ahmedabad - - - -	856,324	51	48	44	46	46	46	44	47	47	47
Kaira - - - - -	804,800	14	9	10	11	11	11	11	12	10	10
Panch Mahals - - - -	255,479	5	4	3	4	4	5	3	3	4	3
Broach - - - - -	326,930	7	8	6	8	9	8	8	8	8	12
Surat - - - - -	614,198	26	26	24	25	24	23	26	26	26	26
Thana - - - - -	807,367	21	20	18	18	18	17	18	18	20	22
Nasik - - - - -	781,206	20	43	39	39	40	43	43	43	44	44
Khandesh - - - -	1,237,231	87	83	101	108	104	106	106	106	110	108
Ahmednagar - - - -	751,288	23	19	22	29	29	29	32	33	34	38
Poona - - - - -	900,621	41	39	41	40	40	40	40	43	47	47
Sholapur - - - -	582,487	32	24	29	23	28	32	37	44	37	36
Satara - - - - -	1,062,350	35	38	40	34	33	33	35	45	31	31
Belgaum - - - - -	864,014	40	40	39	39	40	43	38	37	42	42
Dharwar - - - - -	882,907	36	36	40	41	39	39	40	45	45	44
Bijapur - - - - -	638,493	35	35	30	35	32	32	33	33	33	36
Kanara - - - - -	421,840	15	15	15	15	15	17	19	19	19	17
Ratnagiri - - - -	997,090	15	8	5	9	8	10	15	14	8	11
Kolaba - - - - -	482,830	12	7	8	8	10	10	10	10	10	10
Total - -	14,040,650	678	639	651	632	614	628	637	659	651	663

From W. W. LOCH, Esq., Collector of Khandesh, to the COMMISSIONER OF CUSTOMS, SALT, OPIUM, and ABKARI. No. 1,130, dated 14th February 1891.

With reference to your memorandum No. 7,040 of the 8th December last, forwarding for report a correspondence on the subject of the increased use of opium and intoxicating drugs in this country, I have the honour to state that it is very difficult for an official to ascertain whether the use of these things is really on the increase. I know that the number of opium and chandul shops has increased, and that the amount of opium licitly sold is much larger than it was; but I also know that much more attention has been paid of late years to the repression of opium smuggling than was the case formerly, and I have no means of gauging how far the difference in licit consumption is due to these precautions and how far to opium being really more freely used. Again, I am aware that the opium smuggling trade is by no means stopped, but I have naturally no way of ascertaining how much opium is smuggled into the district.

2. That the consumption of opium is having any bad effects on the people of agricultural districts like this, I do not believe. I have served for more than six years in Khandesh, and it is more than 19 years since I first came to the district, and I think that, if the habit of taking opium was largely on the increase, I must have noticed it. I have mixed with people of every caste from every part of the district, and I do not think opium eaters, that is, persons who take opium to excess, will be found in any numbers except among the Musalmans, and a few of the north country castes.

3. I have asked several of the native officers who know Khandesh well and several private gentlemen for their opinions (1) as to the increase in the use of opium, and (2) as to its being more frequently given to children, and (3) as to its increased use as chandul and madat. The general result of their views on the first point is that there is an increased use of opium among the Musalmans and Wanjaras and two or three castes from North India. Some of those asked, however, do not consider that the use has increased.

4. On the second point there is rather more difference of opinion, some gentlemen considering that opium is not more frequently given to infants than before. The majority, however, think that it is more frequently given, especially among the Kunbis, and one answer attributes this fact to the greater number of women employed all day away from home at cotton-ginning factories. I think that it is probable that the employment of women at factories may tend to increase the habit of giving opium to infants whom their mothers wish to keep quiet while they are away or are at work.

5. As to the third point, it appears to be universally believed that chandul and madat smoking has become more common among Musalmans and some of the lower castes.

6. The returns prepared in my office show that in the 10 years preceding the introduction of the minimum guaranteed vend system, *i.e.*, between 1879–80 and 1888–89, the number of opium shops rose from 65 to 71, and the amounts bid for the right to sell

from Rs. 14,423 to Rs. 46,526. I cannot give the amounts of opium issued to the shops. There are now 103 opium shops, the number having recently been increased in order to try and check smuggling at the weekly bazars. The contractor has bound himself to sell 16,872 lbs. a year, but he does not sell so much.

7. As to madat and chandul shops, the number in the past 11 years has varied between 25 and 37, and the sums bid have varied from Rs. 2,761 in 1880–81 to Rs. 9,620 in 1888–89. I think that these figures will show that the practice of chandul and madat smoking has not got a serious hold of this district.

8. The number of bhang and ganja shops has varied in the last five years from 101 to 104, the former being the number in 1889–90. The sums bid have risen from Rs. 4,275 to Rs. 5,944, notwithstanding the decrease in the number of shops. There were also 14 majum shops last year for which Rs. 227 were bid.

9. It is with some hesitation that I turn to the question of the possibility of making alterations in our excise system to check the use of opium and intoxicating drugs. Reading the extracts printed in the selections forwarded by the Government of India, it strikes me that the gentlemen who penned the highly coloured accounts of opium dens must have been shown the worst haunts in large towns, and that they and those who think with them inveigh against the use of opium much as teetotallers at home attack the use of spirits and beer and wine because of the evils of the gin palaces of our great cities. I am not prepared to admit that the use of opium in moderation is more harmful than the use of whisky. Every one who has served in Gujarat must have seen many sturdy Rajputs who took their opium regularly and were none the worse for it. That opium taken in excess is injurious I am willing to admit, but unless it can be shown that the abuse of opium is increasing I do not see that Government are called on to take any steps in the matter; besides, the question is a very difficult one. Thousands of people in Malwa and other parts of India look to the opium crop for their support, and the cultivation of the poppy cannot be stopped without causing very serious distress. As long as it is cultivated it will be used. Allowing that Government can give up its opium revenue, the only result of the remission of the duty and the withdrawal of Government supervision would be a great increase in the consumption, which would not benefit the people nor, I presume, satisfy the Anti-opium Society. Again, if Government increase the duty on opium and diminish the number of licensed shops, the licit sale will no doubt decrease, but illicit sale would become more vigorous, and no one who has not seen something of the methods of smuggling can have any idea how hard it is to check.

10. I do not think that there is anything to be said in favour of chandul and madat smoking, or the use of bhang and ganja. As I have already stated, I do not think that the former habit has a serious hold of this district; the income derived from the shops is not large, and if they were all closed no great inconvenience would be caused. There would of course be the chance of illicit shops being set up, but the number of these would not be great, nor would they be largely attended.

11. Ganja is grown in this district, and I believe in other Deccan districts, and if Government consider that its use should be stopped the cultivation of the plant would have to be forbidden by law, and the shops could then be closed. Small quantities would no doubt be smuggled from native States, but the consumption would not be large, for bhang is a rather bulky article, and not so easy to carry as opium.

From J. M. Campbell, Esq., C.S., C.I.E., Acting Collector of Land Revenue, Customs, and Opium, Bombay, to the Commissioner of Customs, Salt, Opium, and Abkari, Bombay. No. C—950, dated 4th February 1891.

I have the honour to submit the report on the alleged increase use of opium and on the mangement of the opium-smoking houses in Bombay called for in your letters No. 6,781,* dated 27th November 1890, and No. 99, dated 16th January 1891.

* Accompaniments are returned.

2. At paragraph 14 of the memorial which accompanied your letter of the 27th November, the memorialists notice the increase in the Bombay opium revenue during the last nine years, and express the fear that the growth of the revenue points to a great increase in the facilities for opium eating and for opium smoking.

3. It is true that during the nine years ending 1889–90 the use of licit opium in Bombay City has greatly increased. The accompanying statement (Appendix B.) shows a rise in sales from 10,730 lbs. in 1881–82 to 20,477 lbs. in 1889–90. At

the same time it does not follow that, because more illicit opium is used, the practice either of eating or of smoking opium has spread. During the nine years in question the accompanying return (Appendix A.) shows that no addition has been made to the number of opium shops or smoking houses. The dry opium shops have increased from 10 to 11, the chandul-smoking houses have remained unchanged at 10, the madat-smoking houses have fallen from 10 to 9. During these years the Government duty on opium has remained unchanged. No changes have been made with the object of cheapening licit opium or pushing its sale.

4. How then, it may be asked, has the use of licit opium so greatly increased? The answer is mainly by reducing the consumption of illicit opium. The details (in Appendix B.) of the use of licit opium during the nine years ending 1889–90 show the addition of 9,747 pounds to be almost entirely due to two large items, an increase of 5,000 lbs. between 1884 and 1886, and an increase of 4,000 lbs. between 1888 and 1890. The licit increase of about 5,000 lbs. between 1884 and 1886 was due to the introduction of the Central Opium Warehouse system in 1885–86. The Opium Administration Reports for 1884–85 and 1885–86 show so notable a decline in opium wastage since the opening of the Central Warehouse as to prove that under the former practice of storage in scattered private godowns 16,800 lbs. of opium, on an average, passed yearly into illicit use. There is no reason to doubt that the bulk of this illicit opium was used in Bombay City. Even supposing only two thirds of the illicit opium was used in Bombay, the quantity would be 11,200 lbs. a year, that is, more than the total average licit consumption during the five years (1880–85) preceding the opening of the Central Warehouse. The returns show during the five years ending 1884–85 an average consumption of 11,005 lbs. of licit opium, of which, on an average, 7,880 lbs. were used dry, 2,566 lbs. were smoked as chandul, and 560 lbs. were smoked as madat. In the five years since the opening of the Central Warehouse the average licit consumption compared with the licit consumption in the five preceding years has risen from 11,005 to 18,288 lbs. Of the whole increase the rise in the use of licit dry opium has been from 7,880 to 14,065 lbs.; in the use of licit chandul from 2,564 to 3,475 lbs.; and in the use of licit madat, from 560 to 747 lbs. Though the increase in the use of licit opium is large, it does not amount to two thirds of the quantity which before the introduction of the Central Warehouse system found its way into illicit use.

5. Again, as explained in paragraph 45 of the 1889 Opium Administration Report, the increase in the use of licit opium from 16,903 lbs. in 1887–88 to 20,477 lbs. in 1889–90 is due not to any pushing of opium sales by lowering prices or opening shops. It is mainly due to a change from yearly to three-year farms, and to the consequent greatly increased power of the contractor to bring to light and secure the punishment of opium smuggling.

6. Further, it is to be remembered that during the past nine years Bombay has grown greatly in size and in wealth. I see no reason to suppose that any increase in the use of licit opium which is not due to the lessening of the use of illicit opium is greater than what would naturally accompany the increased size and wealth of the city. Much opium is still smuggled into Bombay. A special establishment will be required to ascertain the extent and the character of this smuggling. Until the existing system of smuggling is known and is suppressed, any rules further restricting the use of licit opium will prove most hurtful. No lessening of the use of opium will follow. The use of smuggled opium will increase; the use of licit opium will decrease.

7. As regards the dry opium shops, the estimate in the papers under the report of the number of daily customers at the 11 shops at 11,000 a day seems excessive. A special enumeration by the Chief Inspector from opening to closing gives 7,215, which the addition of customers who purchase three or four days' supply at a time may raise to about 8,000.

Reprint, page 7.

8. As regards the Bombay opium smoking-houses, on which a special report is required, the papers under review estimate their number at 40. The correct number is 19, of which 10 are chandul and nine are madat houses. Since 1881–82 the number of chandul houses has remained unchanged; the number of madat houses has been reduced by one. The additional smoking house referred to at page 10 of the reprint was found not to be wanted and was closed soon after it was opened.

Reprint, pages 11 and 14.

9. The attendance at the licensed smoking houses was, as shown in Appendix C., tested morning and evening during six days in December 1890. Almost all who smoke in the morning also smoke in the evening. The evening attendance when almost all

smokers are present, shows in chandul houses 574, and in madat houses 189, that is, 763 in all. Of the 189 madat smokers all but four women and one lad are men; of the 574 chandul smokers all but eight women and 10 lads are men. Of the smokers about 88 per cent. are Musálmans and 12 per cent. Hindus. There are also 10 to 12 Chinamen and four or five Parsis.

10. Two of the papers under review assert that opium-smoking houses are licensed because of the profit they bring to Government. It is true the opium consumed in the licensed smoking houses yields Government a large yearly revenue, the chandul opium Rs. 18,000, the madat opium Rs. 3,000, that is, Rs. 21,000 in all. At the same time it is not less true that, if the smoking of chandul and madat was stopped, the smokers would use an equal amount of equally duty-paying dry opium, so that, except so far as the withdrawal of smoking licenses would foster smuggling, the Government revenue would not suffer from the prohibition of opium smoking. In addition to the duty on the opium smoked, Government make from the smoking house licenses Rs. 420 a year, Rs. 300 from the chandul and Rs. 120 from the madat contract. Against this Rs. 420 is to be set an outlay of Rs. 954, the cost of the Assistant Inspector and peon employed in preventing irregular practices at the smoking houses. Clearly the reason for licensing opium-smoking houses is not the profit they bring to Government.

Reprint, pages 5 and 11.

11. Certain of the articles under report give the impression that, to push the sale of opium and add to the revenue, care is taken in the choice and management of the smoking houses to make them tempting and attractive. In no Bombay smoking house is any attempt made to attract customers in the way described in the marginal extracts. The Bombay smoking houses are almost all in side streets, not to be found except by searching. All are entirely without any form of outer attraction. Small dingy wooden doors give entrance to all. The inside is even less attractive; squalid grime is their unvarying characteristic. To no smoking house in Bombay are customers allured either by pictures or by prostitutes.

Flaunting themselves in open day: parading the license of the Queen-Empress and carrying the sanction of the Supreme Government (memorial, paragraph 18): men and women lying about in most immodest attitudes (Reprint, page 8); vile French photographs hung up to view (Do., do.); comely Chinese women (Do., page 1); girls of 15 waiting on the smokers (Do., page 2); handsome young song-singing women (Do., do.); women loaded with jewellery smoking with the men (Do., page 3).

12. One passage gives the impression that heavy penalties force the Bombay opium contractor to increase his sales. The statement in the margin is incorrect. The penalty for short sales of licit opium is Rs. 5 a pound; this fine is refunded if the contractor sells over the minimum. The necessity for enforcing a minimum sale is evident. No equally effective check on the use of illicit opium by the contractor can be devised.

Reprint page 8.
The opium contractor in Bombay is bound down to forfeit Rs. 3,000 if he fails to sell the quantity contracted for.

13. In my judgment the pictures which these accounts give of the opium smokers is overdrawn and misleading. The statement that in Bombay houses children smoke is supported by so much precision and detail as to make is difficult to suppose the writer was mistaken. At the same time cases of allowing children to smoke must be extremely rare. I have never seen a child smoking, or who had smoked, or who was intended to smoke. I have never seen a child in a smoking house except the child of one of the shopmen, who professed to be and was, I believe, aghast at the idea of allowing his child to smoke. I have not heard either from inspectors or smokers of a case of a child being allowed to smoke. On the contrary, after special inquiry, the Chief Inspector assures me that such cases are unknown.

Reprint, pages 11 and 12.

14. As to the men smokers, and the effect of smoking on their character, appearance and health, the descriptions under review seems to me misleading. I have no fault to find with the general description of a Bombay chandul house given at page 9 of the reprint:—

"A dirty, dilapidated, nondescript shop with its shutters up . . . Raised platforms with some hundred recumbent and semi-recumbent figures, all men, except three women and a few young lads . . . Groups of smokers, some half lying, half sitting, others curled up or reclining at full length."

Except that, so far as I have seen or can learn, no youths under 18 attend these smoking houses, this description seems to me accurate. The Poona description is also moderate:—

"A low-roofed room, with 25 to 30 persons in groups of five or six round each lamp, most of them intent on their pipes, a few in a semi-conscious state."

Reprint, page 9.

On the other hand, I have seen nothing to justify the following passages :—

Reprint, page 2.

"Human swine of both sexes . . . most immodest attitudes . . . handsome young women sprawling on the senseless bodies of men,"

Such sights, I believe, are not to be found in Bombay smoking houses. In a room of 40 or 50 smokers all but three or four are awake. The bulk of them have done a hard day's work. They are tired and indolent. In opium-smoking houses assaults or acts of violence are almost unknown. Of the smokers very few are unable to answer questions clearly and readily. Even those asleep awake when lightly shaken. Even when suddenly aroused they can at once tell their name and calling. "If you had to go out now and work, could you go?" Almost always the answer is "Yes, we could."

15. Again, as to the effect of opium smoking on character. It is true a share of the smokers are beggars and a share of them are bad characters. It is true the houses are watched by the police, for thieves meet in them and scheme crimes. Still, are all or nearly all the smokers ne'er-do-wells? Not nearly all. So far as I have seen, a Bombay opium-smoking house is much like Dr. Morison's description of a Bengal smoking house;—

Reprint, page 5.

"Almost all the smokers are of the labouring classes, tailors, day-labourers, and one or two shopkeepers."

So far as I could judge by questioning the smokers in Bombay smoking houses, about two thirds are regular working craftsmen and labourers. I asked the Assistant Collector to frame a separate estimate. His estimate was:—

"At the fewest 70 per cent. regular craftsmen and labourers; at the most 20 per cent. beggars, and 10 per cent. bad characters."

I made a further personal test in three houses taken at random. The result was—

In one house of 11 smokers all were craftsmen in regular work; in a second house of 25 smokers all were craftsmen in work; in a third house of 47 smokers one was a woman, nine were beggars, the rest were craftsmen and labourers.

I have made the chief inspector take a similar test in 14 more houses. The result is, of 227 smokers 188 are workers, 38 are beggars, and one is a thief. It is probable that some among the workers are bad characters. Still care was taken to ascertain that in most cases the smokers are actually employed on the work they named. The estimate that two thirds of the whole smokers are able to do and do regular work as labourers, weavers, embroiderers, sailors, drivers, cartmen, blacksmiths, mill hands, fitters, barbers, and also as small traders and shopkeepers, sellers of firewood, fish, tea, coffee, tobacco, and cloth, seems well within the mark:—

MADAT and CHANDUL SMOKERS.

——	Workers.	Beggars.	Total.
MADAT HOUSE.			
I.	11	2	13
III.	14	2	16
IV.	5	1	6
VI.	7	3	10
VII.	11	4	15
VIII.	4	2	6
IX.	7	3	10
CHANDUL HOUSE.			
I.	21	3	24
II.	10	—	10
III.	22	5	27
IV.	6	1	7
VII.	12	1	13
VIII.	30	7*	37
IX.	28	5	33
	188	39	227

* One a thief.

16. Similarly, as regards the effect of the smoking on the health and the appearance of the smokers, the descriptions seem to me overdrawn and misleading. "Of horrible destructions of God's "image more terrible than delirium tremens, idiocy, or lunacy," I have seen none. Of the starved and emaciated shrivelled warnings I have seen surprisingly few. The bulk of the men, I should say over two thirds, though smokers of 8, 12, 20, and in one case of 40 years' standing, were in body and face to look at well nourished and healthy. To many of them I, in surprise, asked the question which Dr. Morison asked in Bengal :—

Reprint, page 2.
Reprint, pages 3, 5, 8, 9, 11.
Reprint, page 6.

You have smoked four or five years and are stout and strong. How is this?

The explanation in Bombay is the same as the explanation in Bengal :—

Smoking does not injure those who are well fed as it injured the starving.

17. On the point of appearance and harm to health I checked my first impression by my assistant's experience. His answer was :—

Almost none, except the old and the beggars, not more than 10 per cent. in all are emaciated.

I made a personal test in three houses. In one of 11 smokers all seemed healthy and well nourished; in a second of 25 smokers, one old man was emaciated; in a third of 47, though the beggars looked dissipated, none were notably withered or broken. In the 14 houses specially tested by the chief inspector, 10 were found emaciated or slightly withered. In almost every case the emaciated and withered were over 50 years of age. So far as I can judge, the assistant collector's estimate is correct, that, except some of the old and some of the beggars, very few opium smokers are notably withered or emaciated.

18. A point noted in two of the papers under consideration is that the opium smokers are themselves anxious to see all smoking houses closed. In Allahabad every opium smoker would sign a memorial to have the smoking houses closed. Dr. Morison, describing a Bengal smoking room, states, "All the men "implored me to do what I could to have the smoking room closed." Only apparently they added, "Let us die first." The writers on the Bombay smoking rooms do not notice any petitions for closing the houses. It is not uncommon in talking to opium smokers in Bombay to be interrupted by some man praying that the smoking room may be closed. So far as I have seen in Bombay, such petitioners are not many, perhaps 10 to 12 per cent. I doubted the good faith of such petitions. It seemed to me probable that the petitioners hoped if the licensed houses were closed the chance of cheaper opium at unlicensed houses would be better. My assistant does not agree with this view. He believes such petitions are made in good faith. Granting the good faith, it seems to me unlikely that men who cannot withstand the drawing of a licensed house will be able to resist the temptation of a cheaper smoke at an unlicensed house or at a private club. All smokers seem to agree in this. If our opium smoking is stopped we shall eat as much dry opium as we at present smoke.

Reprint, pages 4 and 5.
Reprint, page 4.
Reprint, page 5.

19. The last point noticed in these papers is the smoking of opium by educated lads and men of good position. Dr. Morison notices school teachers as opium smokers. Canon Wilberforce says many of the upper classes smoke in their own houses in secret; the describer of the Bombay houses found among the smokers a graduate with honours of the Elphinstone College; probably the writer meant of the Bombay University. Dr. Morison may be correct in stating that among the men connected with his mission in Bengal opium smoking is almost universal. I do not believe that any such statement can be correctly made regarding the missions in Western India. At least among the Catholics and the Salvationists discipline is not so slack as to allow opium smoking. As regards the city of Bombay as a whole, any statement that opium smoking is "almost universal and is rapidly spreading" is singularly wide of the truth. Of the 600,000 to 700,000 middle and poor classes in Bombay, according to information recorded at a census taken at all the opium-smoking houses during seven consecutive days, only 763 persons regularly resort to licensed smoking houses. Among the middle and lower classes opium smoking except in the licensed houses is almost unknown. The Bombay middle and lower class opium smokers may therefore be calculated at 1,000 or at 1,500 as an outside estimate; that is, among the middle and lower classes in Bombay not more than one in 5,000 is an opium smoker. And of the smokers not more than one in three

Reprint, page 6.
Reprint, page 13.
Reprint, page 9.
Reprint, page 7.
Reprint, page 7.

is a sot unfit for work; that is, in the middle and lower classes the proportion of opium wrecks is about one in 15,000.

20. As regards the upper classes several keepers of licensed smoking houses have assured me that many of the rich smoke secretly in their own houses. This statement has the support of Canon Wilberforce. The truth is difficult to ascertain. I find there are in all about nine private clubs with five to twenty members where opium is smoked. Of three of these the members are Chinamen; of the rest the bulk of the members are Musalmans. None of these clubs are of recent institution. Except in these clubs the statement that opium smoking is common among the well-to-do in Bombay has little foundation in fact. I think it probable that the proportion of opium smokers among the upper classes is less than among the poor; that is, not one in 5,000 of the rich and upper middle classes smokes opium. For the occasional ruin of an educated and upper class man wrecked by unrestrained opium smoking Government arrangements seem to me in no way to blame. In the matter of liquor drinking it is known that by raising prices and putting down smuggling Government have to a remarkable degree lessened the drunkenness of the middle and lower classes in the city of Bombay and in the neighbouring districts. That drunkenness has increased (if it has increased) among the higher classes is in no way due to any temptations thrown in the way of the young by the number of licensed liquor shops. Drinkers of the educated and upper classes rarely enter a common public-house or liquor shop. Some go to hotels. As a rule they drink in private houses and in clubs. The causes of the spread of drunkenness (if drunkenness has spread) among the upper classes is not the increase of liquor shops, but the decay of social and religious restraints, a result of the unthinking adoption of false notions of freedom. No Government arrangements can prevent drunkenness among the rich. The cure of the evil is either the renewing of old or the forging of new social and religious restraints. Similarly, opium smoking, if, which would seem not to be the case, the practice is spreading among the upper classes, especially among lads at high schools and colleges, can be checked only by discipline and the enforcement of neglected restraints. To say that the existing smoking houses are in any way an incitement or temptation to school or college lads is to say what is not the fact. I believe that no upper class lad has ever learned or ever will learn to smoke opium in the licensed houses. If educated wrecks are found among the smokers (which, so far as my information goes, is not the case), they learned to smoke in private lodgings or in private clubs and places of amusement. They have not come to the smoking houses till unrestrained indulgence has ruined their lives. So far as I can ascertain, all Bombay does not at present supply one case of an educated man so lost to shame as to smoke opium in a common licensed house.

Reprint, page 13.

21. Though the description under review may be overdrawn and misleading, the practice of smoking opium is evil and wasteful. It would be well if it did not exist. So far as I can judge, Government do nothing to increase opium smoking, and beyond the determination to keep the practice at a minimum by preventing the use of illicit opium and by maintaining the high price of licit opium, Government can do nothing to stop it.

22. What would be the result of closing the licensed houses? The answer depends on the question, How far is the preparation of chandul and madat so difficult that if the licensed shops were closed the smokers unable to make the preparation would content themselves with dry opium? For easy reference a description of the making and smoking of chandul and madat is appended (Appendix D.). I am not prepared to admit either chandul and madat is hard to make. It may be true that in the license shops the smokers are critical and refuse any chandul or madat but what is made by trained hands. Still, if they had no licensed houses the smokers would content themselves with something less choice. The boiling of the chandul and the mixing of the madat with pulse ashes take time and patience. Still the operation is easy and simple. A clever man can master the art in a day or two. I see no reason to suppose that to close the licensed smoking houses would be to stop the supply of smokable chandul and madat. If the licensed houses were closed the better-off smokers might prepare their opium in their houses. The rest would be more likely to form clubs and employ the chandul and madat makers of the present licensed houses as club cooks.

23. There would be nothing illegal or even irregular in forming opium-smoking clubs. Already, as has been noticed, about nine small opium-smoking clubs are in existence. Each member can get his 10 tolas of dry opium, take them to the club and have them prepared by a trained cook. So long as no chandul or madat is sold at these clubs the smoking is in no way illegal. The evil of having such clubs scattered over the town, the certain increase in the use of smuggled opium, the probable increase to the facilities

for bad characters plotting crimes are serious evils. I see no element of good to set against these evils.

24. One other change may be suggested. The smoking of chandul and madat should be forbidden. To such a proposal the answer seems to be the enforcing of any rule forbidding the use of chandul and madat would cause unbearable interference with private life. Any such rule must remain a dead letter.

25. To sum up:—

(1.) I see no reason to suppose that during the last 10 years opium smoking has increased in Bombay out of proportion to the city's growth in size and wealth.

(2.) I do not see that any part of the existing arrangements is open to the objection that it in any way encourages the smoking of opium.

(3.) I do not see that the closing of licensed houses would lessen opium smoking.

(4.) On the contrary, the result of closing licensed smoking houses would be—

(*a*) to increase the number of smoking clubs;

(*b*) to increase the use of illicit opium.

26. For these reasons I am unable to admit that any change in the existing system of licensed opium-smoking houses is either necessary or advisable.

APPENDIX A.

Opium Shops and Smoking Houses, 1881–82 to 1889–90.

Year.	Opium Shops.	Chandul Houses.	Madat Houses.	Remarks.
1881–82	10	10	10	
1882–83	10	10	10	
1883–84	10	10	10	
1884–85	From Aug. to March. 10	10	10	
	April to July. 11			
1885–86	11	10	10	
1886–87	11	10	10	
1887–88	11	10	10	
1888–89	11	10	10*	* One madat house has since been closed.
1889–90	11	10	9	

APPENDIX B.

Licensed Opium Sales, 1881–82 to 1889–90.

Year.	Dry Opium, lbs. of 40 Tolas.	Chandul, lbs. of 40 Tolas.	Madat, lbs. of 40 Tolas.	Total, lbs. of 40 Tolas.	Remarks.
1881–82	7,832	2,347	551	10,730	
1882–83	7,488	2,949	661	11,058	
1883–84	7,621	2,988	644	11,253	
1884–85	9,025	2,627	519	12,171	
1885–86	11,290	3,134	792	15,216	11,290 lbs. include 128 lbs. sold to medical practitioners by the opium farmer during the year.
1886–87	12,854	3,421	778	17,053	12,854 lbs. include 228 lbs. sold to medical practitioners by the opium farmer during the year.
1887–88	13,130	3,150	623	16,903	13,130 lbs. include 355 lbs. sold to medical practitioners by the opium farmer during the year.
1888–89	17,176	3,847	768	21,791	17,176 lbs. include 309½ lbs. sold to medical practitioners by the opium farmer during the year.
1889–90	15,875	3,826	776	20,477	15,875 lbs. include 275 lbs. sold to medical practitioners by the opium farmer during the year.

APPENDIX C.

Chandul and Madat Smokers, December 1st to 7th, 1890.

Madat Houses.							Chandul Houses.							Remarks.
Number.	Men.		Women.		Lads.		Number.	Men.		Women.		Lads.		
	Morning.	Evening.	Morning.	Evening.	Morning.	Evening.		Morning.	Evening.	Morning.	Evening.	Morning.	Evening.	
I.	13	21	—	—	—	—	I.	16	39	1	2	—	—	
II.	10	14	—	—	—	—	II.	35	71	—	—	2	1	
III.	20	16	—	—	—	—	III.	37	70	—	—	1	1	
IV.	7	10	1	—	—	—	IV.	20	38	—	1	—	—	
V.			Closed				V.	37	71	1	—	—	—	
VI.	19	30	—	—	—	—	VI.	31	49	—	—	—	2	
VII.	30	32	3	—	—	—	VII.	27	37	—	—	—	—	
VIII.	10	14	—	—	—	—	VIII.	60	76	—	4	—	2	
IX.	21	35	—	—	1	—	IX.	70	84	4	1	—	4	
X.	17	17	—	—	—	—	X.	21	21	—	—	—	—	

Abstract.	Morning.	Evening.
Chandul	363	574
Madat	152	189
	515	763

APPENDIX D.

The Making and the Smoking of Chandul and Madat.

Chandul Making.—A pound of crude opium and a half pound of the refuse scraped from the chandul pipes after they have been smoked are dissolved in about five pounds of water. The mixture is then boiled and strained through a piece of cotton stuff and again boiled until the water has all evaporated. The residue is made into a cake at the bottom of the vessel used in the boiling process, and the oil remaining in it consumed by the vessel being inverted over a glowing fire. The cake is next re-dissolved in about four pounds of water and boiled until the liquid is reduced to about one half. The preparation is known as chandul. 1 lb. crude opium equals 2 lbs. chandul.

Chandul Smoking—The smoker takes a quarter or half tola of chandul in a small chinaware cup, and by means of a piece of wire about six inches in length flattened at one end, lifts a small quantity of the liquid and dries it over a lamp flame, repeating the process until he has obtained on the end of the wire a piece of the solidified preparation of the size of a pea. This is placed above the hole in the chandul pipe, and the smoker, reclining on a wooden bench or mat with his head supported by pillows or bolsters, applies a flame to the pipe and inhales the smoke through the pipe stem.

Madat Making.—An ounce of crude opium is dissolved in four ounces of water and boiled after being strained through a piece of cotton stuff and the liquid reduced to about half its original bulk by being again boiled, a quantity of the charred husk of mung is then thrown into it and saturated in the liquid extract. The husk so saturated is next made into balls of the size of small marbles and is known as madat. 1 lb. crude opium equals 2 lbs. madat.

Madat Smoking.—The consumer takes one of the balls and makes it into several pills. He then places one of these in the bowl of the hooka used and applies a flame to it, at the same time taking a whiff when the pill is reduced to an ash. This process is repeated with a fresh pill, and so on.

From A. D. CAREY, Esq., Acting Commissioner of Customs, Salt, Opium, and Abkari, to the CHIEF SECRETARY to GOVERNMENT OF BOMBAY. No. 1,825, dated 24th April 1891.

I have the honour to return herewith a statement showing the number of shops licensed for the sale of opium and chandul and madat in the districts of Upper Sind frontier and Thar and Parkar, the opium shops for the years from 1879–80 to 1882–83, and the chandul and madat shops for the years from 1879–80 to 1888–89, as promised in a note in the remark column of the statement submitted with this office No. 1,094, dated the 9th ultimo.

STATEMENT showing the Number of Shops licensed for the Sale of Opium and Chandul and Madat in the Districts of Upper Sind Frontier, and Thar and Parkur Opium Shops during the Years from 1879–80 to 1882–83 and Chandul and Madat Shops during the Years from 1879–80 to 1888–89.

Years.	Upper Sind Frontier.		Thar and Parkar.		Remarks.
	Opium Shops.	Chandul and Madat Shops.	Opium Shops.	Chandul and Madat Shops.	
1879–80	17	(a)	48	No shops have ever been licensed for the sale of chandul and madat, nor have they been sold at opium shops.	(a) During these years chandul and madat were allowed to be sold at the opium shops.
1880–81	59		48		
1881–82	48		46		
1882–83	31		46		
1883–84	—	1	—		
1884–85	—	1	—		
1885–86	—	1	—		
1886–87	—	1	—		
1887–88	—	1	—		
1888–89	—	1	—		

From A. C. TREVOR, Esq., C.S., Commissioner in Sind, to HIS EXCELLENCY the GOVERNOR and PRESIDENT IN COUNCIL, Bombay. No. 1677, dated 21st May 1891.

I have the honour to submit the following remarks on the memorial of the Society for the Suppression of the Opium Trade, received under Government endorsement No. 8,269 of 15th November 1890.

2. It is unnecessary for me to remark on those portions of the memorial which animadvert on the general policy of Government in regard to opium administration. The same general criticism to which the Opium Department is now subjected has been made before and has been before answered fully and frequently, and I need only say, speaking for this province, that the repeatedly declared wishes of Government have been kept steadily in view.

3. The society assumes that the consumption of opium, even in a moderate degree, is detrimental to man both physically and mentally. It is far from certain, however, that this assumption is correct, and we have the evidence afforded by whole tribes who have habitually from generation to generation taken opium. As instances may be taken the Rajputs and Bhils. Their energy, endurance, and bravery cannot be said to have been affected by their addiction to opium. Throughout the country one meets with people who take opium in moderation and for much the same purpose and with much the same result as the English gentleman of the present day takes his wine.

4. It would be impossible for Government to prohibit the cultivation of the poppy in native states where it is now largely grown. It would be even more impossible to prohibit its consumption by the large class of persons to whom it is a necessary of life, and it is to be borne in mind that in the Bombay Presidency the revenue derived from the drug is confined to the levy of a heavy import duty, a limited number of licenses being granted free of any direct fee simply in order that the control necessary to check smuggling may be maintained.

5. So far, however, as the society concerns itself with the abuse and not the mere use of opium, I am in accord with it. That opium is sometimes taken in excess, particularly

in the form of chandul and madat, and that the existence of opium dens under which name chandul and madat shops are probably referred to is a temptation in this direction is true. It would, I believe, be no great hardship if the grant of licenses for the sale of these preparations were discontinued. Those who cannot do without them could always buy the opium and prepare them at home. The loss of revenue would be insignificant, and the gain to the public decency and morality would be appreciable.

No. 13.—From T. D. MACKENZIE, Esq., Chief Secretary to the Government of Bombay, Revenue Department, to the SECRETARY to the GOVERNMENT OF INDIA, Finance and Commerce Department. No. 5,975, dated 1st September 1891.

With reference to your telegram dated the 1st ultimo, I am directed to forward herewith for submission to the Government of India the accompanying statements showing (1) the consumption of licit opium in each of the districts of the Bombay Presidency, including Sind, during the revenue year 1889-90, and (2) the number of shops licensed for the sale of opium and chandul and madat in each of the districts of the Bombay Presidency, including Sind, during the same year; and to state that the shops licensed for the sale of intoxicating drugs are quite distinct from those licensed for the sale of opium.

STATEMENT showing the Consumption of Licit Opium in each of the Districts of the Bombay Presidency, including Sind, during the Revenue Year 1889–90.

Districts.	Lbs.	Remarks.
Bombay - - - - -	20,785	
Ahmedabad - - - -	29,254	
Kaira - - - - -	17,898	
Panch Mahals - - - -	2,895	
Broach - - - - -	11,772	
Surat - - - - -	4,090	
Thana - - - - -	1,258	
Khandesh - - - -	14,301	
Nasik - - - - -	5,134	
Ahmednagar - - - -	10,365	
Poona - - - - -	8,898	
Sholapur - - - -	7,895	
Satara - - - - -	4,434	
Belgaum - - - -	620	
Dharwar - - - -	696	
Bijapur - - - - -	418	
Kanara - - - - -	133	
Ratnagiri - - - -	259	
Kolaba - - - - -	621	
Karachi - - - - -	5,020	
Hyderabad - - - -	10,698	
Shikarpur - - - -	3,213	
Total - -	160,657	

STATEMENT showing the Number of Shops licensed for the Sale of Opium and Chandul and Madat in each of the Districts of the Bombay Presidency, including Sind, during the Revenue Year 1889–90.

Districts.	Opium Shops.	Chandul and Madat Shops.	Remarks.
Bombay - - -	11	19	10 chandul and 9 madat. (These preparations are separately farmed in Bombay.)
Ahmedabad - - -	195	4	
Kaira - - - -	157	—	
Panch Mahals - - -	35	—	
Broach - - - -	51	1	
Surat - - - -	21	4	
Thana - - - -	18	6	
Nasik - - - -	40	8	
Khandesh - - -	69	33	
Ahmednagar - - -	51	2	
Poona - - - -	50	14	
Sholapur - - -	43	6	
Satara - - - -	39	—	
Belgaum - - -	14	2	
Dharwar - - -	24	2	
Bijapur - - -	18	2	
Kanara - - - -	7	—	
Ratnagiri - - -	8	—	
Kolaba - - - -	9	—	
Karachi - - -	87	4	
Shikarpur - - -	62	6	
Hyderabad - - -	97	3	
Thar and Parkar - -	46	—	
Upper Sind Frontier - -	12	1	
Total - -	1,164	117	

No. 14.—From the SECRETARY to the GOVERNMENT OF INDIA, Finance and Commerce Department, to the CHIEF COMMISSIONER OF BURMA. No. 3,166, dated the 29th July 1891.

SIR,

I AM directed to acknowledge receipt of your letter No. 1—10-E., dated 2nd February 1891, written in reply to my letter No. 4,938, dated the 18th October 1890, with which were forwarded certain representations made by the Society for the Suppression of the Opium Trade regarding the consumption of opium in India.

2. You give statistics of the number of licensed shops, and of the quantity of opium issued to them for sale since 1878–79. You state that there is no reason to believe that the increase in consumption in the past few years indicates any serious extension of the practice of opium eating and smoking among the Burmese, or that it is greatly disproportionate to the growth of the non-Burman population, while some part of the increase is certainly due to improved checks upon illicit consumption. You also say that the total quantity of opium consumed may be larger than the amount indicated by the figures for the licensed shops, as, in spite of the efforts which have been made to put a stop to smuggling, much illicit traffic in opium is still carried on. Your conclusion from the reports and evidence before you is that "the use of opium among the Burmese "is increasing, though not as yet to any very serious extent, save in special tracts, such "as Arrakan, the seaport towns and the delta of the Irrawaddy."

3. With reference to the question whether the Government can take effectual measures to check the increase in the consumption of opium, you state that a reduction in the number of licensed shops would have little effect, as such a reduction is found to be accompanied by an increase in the average quantity of opium sold by each shop; and that if all the shops were closed, it is certain that illicit trade would be carried on to a great extent.

4. As another obstacle in the way of checking the use of opium in Burma you mention the presence in the province of a considerable non-Burman population consisting of Shans, Chinese, and others, "who are accustomed to the moderate use of opium and

" who consume it without ill-effects or even with beneficial results." You are not prepared to advise the absolute prohibition of the possession or sale of opium in the case of persons of non-Burman descent, as you consider that "such a step would be an "unjustifiable interference with the habits of a large section of the population and "would be quite impossible to enforce."

5. In view, however, of the unanimous opinion of respectable Burmans, and of official and non-official Europeans in the province, that the use of opium by Burmans is deleterious and harmful in a very special degree, you propose to prohibit the sale of opium to, and the possession of opium by, Burmans throughout Burma.

6. This measure has already been adopted in Upper Burma. The doubt which you express, whether the possession of opium by Burmans is illegal in Upper Burma, has been removed by the issue of the Revised Opium Rules which were forwarded with your letter No. 852—8-E., dated 20th October 1890, and approved in my letter No. 748, dated 20th February 1891. The effect of Rules 39 (1) and 10 of those Rules is to prohibit distinctly both sale to, and possession by, Burmans in Upper Burma.

The question which has now to be considered is therefore the expediency of applying the same measure to Lower Burma.

7. I am directed to say that, notwithstanding the very serious interference with the personal liberty of the Burmans which the adoption of the measure would involve, the Governor-General in Council would be prepared to sanction your proposal if he were satisfied—

(1.) that the evil to be removed is as great as you depict it;

(2.) that it would be practicable to enforce the prohibition; and

(3.) that the enforcement of the prohibition would not entail, and be accompanied by, evils as great as that which it is desired to remove.

Without fuller information on these points the Governor-General in Council is unable to sanction the very stringent measure which you propose.

8. In regard to the first of these three points there is no doubt that the voluminous papers in which the opium question in Burma has been discussed in past years show that there is a practical unanimity of opinion—(*a*) that the use of opium by the non-Burman population of Burma has no harmful effect, but is on the contrary often beneficial, and (*b*) that the use of opium by the Burmese themselves is very deleterious to them. The opinion of the respectable Burmese and of the Europeans who are acquainted with the country is entitled to great weight, and the Governor-General in Council has not failed to observe that you have yourself accepted it as beyond a doubt that opium is to people of Burman race an absolute poison, destroying their morals, and degrading them in every way. But his Excellency feels that in a matter of such importance he is not justified in adopting measures of extreme stringency on the strength of public opinion unless that opinion is supported by unquestioned facts, and he considers that in justice to the large population whose liberty it is proposed to restrict, he should, before the consumption of opium by Burmans is absolutely prohibited, have more conclusive proof of the correctness of the general opinion on the subject. The papers on the subject, while they contain numerous statements of opinion, do not contain many facts in support of the opinion. I am therefore to request that you will test the correctness of the generally adopted view as to the difference of the effect of the use of opium on non-Burmans and Burmans respectively by the collection of statistics, facts, and figures bearing on the question. One easily practicable method of testing the effect of opium on the Burmese will be to ascertain the proportion of Burmese criminals in the jails who are addicted to the use of opium, and the proportion of such Burmese opium-eating criminals who appear to have suffered physically or mentally from the habit. You will probably be able to arrange for the collection of similar, though necessarily less complete, statistics in regard to the general Burmese population in a sufficient number of representative places.

I am to request that in submitting the report required by this paragraph regarding the effects of the use of opium, a distinction may, if possible, be drawn between opium eating and opium smoking, and that you will state which of the two is the common form of the consumption of opium in Burma.

9. I am also directed to request that you will further consider and report on the question whether it will be possible to enforce the proposed prohibition. The difficulties in the way of enforcing against the Burmese portion of the population the absolute prohibition of the use of opium appear to be very great. The province contains a considerable non-Burman population, to which the prohibitory rule is not to be applied; arrangements for the supply of opium to that population will be necessary, and there seems little doubt that the non-Burmans would be only too ready to engage

in the profitable trade of illicitly supplying opium to the Burmans who desire it. The physical configuration of the country offers great facilities for smuggling. And supplies of the drug could be obtained from several sources, namely, from the licensed shops in Burma, which even now are understood to engage in a considerable illicit traffic, from India, from the Straits Settlements, and from Yunan, in which province opium cultivation has largely increased in recent years. Given these conditions, and a commodity desired with eagerness by the consumer, and of a bulk so small that it can be easily concealed, it seems probable that a much more efficient preventive force than is available in Burma would be required in order to make the proposed prohibition effectual.

10. There are now in Lower Burma 20 licensed opium shops, the population of the province being over 4½ millions and the area 87,220 square miles. The sale of opium anywhere, except from this small number of shops, is illegal. Yet it is notorious that the preventive agency has been unable to enforce this condition, and the evidence on the subject goes to show that opium is procurable nearly everywhere. The effect of the reduction in the number of shops, instead of being, as was hoped, the practical stamping out of the use of opium in the villages and districts for which shops were not considered to be necessary, has been the establishment in many districts of a regular system of illicit traffic in opium. The prevention of that illicit traffic ought to be a matter of much less difficulty than the enforcement of an absolute prohibition of possession by Burmans. The illicit sales must be made by a comparatively small number of persons, and to carry on the traffic the persons engaged in it must always be in possession of more than three tolas of opium, the maximum quantity of which the possession is legal. It must apparently be an easier task to watch the small number of persons engaged in the traffic, and to obtain convictions against them for possession of an illegal quantity of opium, than to watch the enormously larger body of Burmese who consume opium and to prosecute them for illegal possession.

The preventive agency in Burma has, however, failed to prevent the illicit traffic, and the Governor-General in Council thinks that, before undertaking the much more formidable duty of enforcing the prohibition of possession of opium by Burmese, you should consider whether the agency at your disposal is likely to be able to discharge the duty with any approach to completeness.

11. In considering the practicability of enforcing the proposed prohibition, the experience of working of the similar measure in Upper Burma may be of use, though possibly the defect in the drafting of the rules to which reference is made in paragraph 6 of this letter may have interfered with the success of the measure there, and rendered the experiment, in so far as it has yet been tried, inconclusive. I am to request that with your reply you will forward reports showing how far the prohibition of the use of opium by Burmans in Upper Burma has been, or promises to be, effectual.

12. In the next place, I am directed to invite your attention to a serious evil which would almost certainly arise in the attempt to enforce the prohibition of the possession of opium by Burmans. The agency for the enforcement of the prohibition would be the police. To enable the police force to discharge this duty it would be necessary to entrust to its members considerable powers, including the power of search when there was reason to suspect the possession of opium by Burmans. His Excellency in Council fears that there would be much danger of those powers being abused, and of the detective force becoming an engine of oppression and extortion more formidable to the innocent than to those who offended against the law. The regulation proposed would, it is anticipated, provide a weapon which the police would be only too ready to use for the purpose of extorting blackmail from all Burmans, whether addicted to the use of opium or not; and there would be a great risk of numerous false prosecutions being threatened and instituted. His Excellency is also apprehensive that another evil result would be the wholesale corruption of the police by the licensed vendors, who, having paid less than formerly for their licenses, would be disposed to spend the money so saved in bribing the police to overlook sales to Burmans in contravention of the law.

13. I am to request that you will carefully consider the aspect of the question noticed in the preceding paragraph, and report whether, in your opinion, there is not a serious danger of the prohibition you propose resulting in a system of espionage and exaction and in a kind of oppression likely to render our rule in the province odious and unpopular.

14. The measure which you suggest in paragraph 5 of your letter for the exemption from the prohibition of Burmans of the present generation who are too old to break themselves of the habit of opium eating all at once with safety does not commend itself to his Excellency in Council. I am to request that, if you consider that the objections and difficulties mentioned in the preceding paragraphs can be overcome, you will further

consider the means of alleviating the hardship of the proposed prohibition in the case of Burmans who have become accustomed to the use of opium.

15. The preceding paragraphs relate to the main and important recommendation made by you. With reference to the minor alternative proposal in paragraph 6 of your letter, namely, the closing of opium taverns to men of Burmese race, I am to suggest for your consideration whether it would not be preferable to adopt the proposal made in paragraph 12 of Mr. Fryer's memorandum which accompanied your letter, and to prohibit altogether the consumption of opium on the premises of the licensed shops. The arguments stated by you in paragraph 6 of your letter appear to point to the adoption of this measure, and the Governor-General in Council is prepared, if you concur, to approve of a condition being inserted in all licenses forbidding consumption on the premises, pending the further consideration of the more important measure which you have proposed.

16. In conclusion, I am to say that any possible loss of revenue involved in the adoption of the measures discussed in this letter need not be taken into account in deciding whether the measures should be adopted. If the measures are shown to be desirable on general grounds and to be of a practicable nature, the loss of revenue will not be allowed to stand in the way of their adoption.

No. 15.—From the SECRETARY to the GOVERNMENT OF INDIA, Finance and Commerce Department, to the CHIEF SECRETARY to the GOVERNMENT OF BOMBAY, Revenue Department. No. 4,120, dated the 1st October 1891.

SIR,

IN his Despatch No. 90 (Revenue), dated the 30th July 1891, and addressed to his Excellency the Governor in Council, Bombay, the Secretary of State has said that he would be glad to learn the views of the Bombay Government as to the practical effect of the system of guaranteed minimum vend in the case of licenses for the sale of opium, and the advisability of maintaining or changing that system.

2. The question involved has been recently considered by the Government of India, in connexion with the facts brought to notice in your letter No. 4,911, dated the 18th July 1891. In paragraph 3 of that letter it was explained that the continuous increase in the amount of licit opium consumed in the Presidency during the last ten years was entirely due to the measures taken to check opium smuggling, and to substitute licit opium for the contraband opium which formerly formed the bulk of the consumption. The measures referred to were introduced for the first time in a few districts in 1877–78, and by degrees their operation has been extended to the whole Presidency, including Sind.

3. I am now directed to request you to lay before his Excellency the Governor in Council the views of the Government of India upon this question. The Secretary of State and the Government of India are aware that the measures adopted by the Bombay Government have had their origin in a desire to restrict consumption and at the same time to prevent illicit dealings in the drug. Before the passing of the Opium Act I. of 1878 it was the practice to auction the licenses for retail sale for periods of one year at a time, the license being granted to the person who offered the highest price for it. The licensee was bound to purchase the opium required by him from the public depôt, but it was found that in fact very little opium was so taken by him, his requirements being supplied for the most part by illicit importations. The total amount of duty-paid opium sold in the Presidency at the time was less than 40,000 lbs. a year, while the license fees realised upwards of Rs. 1,30,000. In some cases the disproportion between the amount paid for the license and the amount of licit opium sold was so glaring as to show conclusively that the license was in reality only intended to cover the licensee's transactions in smuggled or illicit opium. There was consequently a large loss of public revenue, while the consumption of opium was being encouraged owing to a great portion of the opium consumed in the province escaping taxation. The arrangements were, moreover, open to very strong objection on the grounds that no efficient control could be exercised over the opium shops; that the real amount of opium consumed could not be known, and that there was no proper security against undue encouragement of a taste for the drug among the people.

4. To meet these difficulties the Bombay Government gradually, from the 1st June 1878, introduced a system under which tenders were invited for opium licenses on a

new system, the special object of which was to discourage illicit sales and ascertain the true vend of the various shops, the taxation on the drug being intended to be levied rather in the shape of duty on opium consumed than of fees for licenses to open shops. The method by which it was sought to secure these objects was to give preference to the tenderers who undertook to sell the largest quantity of opium per month on pain of forfeiture of a money deposit proportionate to the amount of vend stipulated for, the licensees being authorised to provide themselves with opium direct from the wholesale dealers instead of from public depôts, subject to a condition that the opium purchased by them should be duty-paid opium. Under this system the temptation to use the license as a cloak for the sale of smuggled opium practically disappeared, because the duty must in any case be paid whether the licensee sold smuggled or duty-paid opium, and, as a consequence, the amount of licit opium consumed increased largely year by year, as the system was gradually extended, until, now that it is in force in all but five districts of the Presidency, the total amount of pass duty realised is more than four times as great as in 1878–79. The Government of India accept the conclusion that this result has been hitherto attained mainly by repression of opium smuggling, and that the minimum guarantee system has produced satisfactory results in so far as under it consumption is discouraged by levying a heavy tax on all opium consumed.

5. The system of guaranteed minimum vend is, however, open to misconstruction by persons not fully acquainted with the facts and can be made the subject of plausible misrepresentation. It can hardly be disputed that, to those who are unaware of the difficulties in consequence of which the present system was introduced, the practice of requiring opium farmers to guarantee the sale of an amount of opium large in itself, and in some cases above the reported sales of previous years, is on the face of it open to objection. The amount guaranteed has not on the whole increased much during the last six years, and it may be anticipated that the orders contained in the Bombay Government Resolution, No. 4,857, dated 8th July 1889, will have already effected a substantial decrease during the current year. Nevertheless the fact remains that the system appears to afford justification to some extent for the accusation that the Government is directly encouraging the consumption of the drug, and it is in this view that the Government of India now desire to press for the abolition of the system and a return to the ordinary licensing system which is generally in force in other provinces, or the adoption of such other system as the Government of Bombay may consider calculated to ensure the full taxation of all opium consumed.

6. The Governor-General in Council has the less hesitation in suggesting this change, as there is some reason to believe that the object with which the present system was introduced has already been attained. The natural level of consumption, including both illicit and duty-paid opium, has been ascertained with, at any rate, approximate accuracy, and competitors for a license are now ready to guarantee a larger vend than they have any expectation of realising. The privilege of exclusive vend is so valuable that they can afford to pay a large sum out of their profits to make up deficient pass duty, and the amount which they calculate on having to make good in this way represents the value of the exclusive privilege of sale over and above the license fee and the duty on opium actually sold. In other words, the contractors are now practically paying under another name what ought properly to be charged to them as license fees, and the Government is exposed to the charge of stimulating consumption without obtaining any actual benefit, if, as appears probable, the taxation of opium might be maintained as high as it now is by levying additional license fees equal in amount to the pass duty paid on deficient sales.

7. The statistics of opium revenue and consumption for the last ten years, the remarks on the subject contained in paragraph 5 of the Government Resolution on the report for 1887–88, and the circumstances detailed in the confidential memorandum forwarded with your letter No. 7,232, dated the 11th October 1890, appear to support the view stated in the last paragraph, and it is observed that the Government of Bombay has already, in its Resolution of the 8th July 1889, prescribed that the amount of the minimum guarantee should no longer be fixed by competition. The experiment is being tried of leaving the Commissioner to determine the amount of the guarantee in each district at his own discretion. The Commissioner is instructed to be careful not to overburden farmers, and to fix the guaranteed minimum vend rather below than above his own estimate of the normal demand, and, having fixed the amount, he is to call for applications on those terms and give the farms to the persons whom he may consider most likely to conduct the business satisfactorily. While fully admitting that this modification of the system renders its less open to objection and misconstruction, the Government of India believe that his Excellency the Governor in Council will recognise

that it is inadvisable to adopt any half measures of the kind as the basis of a permanent policy. The objections which can be stated against the system lose little of their apparent force even when a very moderate estimate is made of the amount to be guaranteed, and it is the apparent rather than the real force of these objections which renders it necessary to modify the existing system. The ordinary demands of the districts has now been ascertained; the preventive establishments are much stronger than they were 13 years ago, and it is hoped that they may be able to prevent smuggling and illicit practices without the aid of the guaranteed minimum system.

8. Under these circumstances the Government of India trust that the Government of Bombay will see their way to try the experiment of abolishing the system of a minimum guarantee for opium vend on the earliest possible opportunity. The system has been of value during the past 13 years, and has made control over the consumption of opium an easier task than it was in 1878–79. Much experience has been gained and smuggling has been successfully combated. The Governor-General in Council hopes that the officers of the Opium Department will now be able to introduce a system which does not involve a minimum guarantee, and to work it successfully without serious risk of a revival of the difficulties met with in earlier years, and he desires that steps may be taken at once to consider the question in time to enable the proposed change to be carried out from the beginning of the next revenue year.

No. 16.—Resolution by the Government of India, Finance and Commerce Department. No. 4,033, dated the 25th September 1891.

Resolution.—The evils connected with the smoking of opium and its preparations on the premises of licensed shops have for many years attracted the attention of the Government of India and the Local Governments; and endeavours have been made to prevent or minimise those evils. It has been recognised that it would be impossible, even if it were expedient, absolutely to prohibit the smoking of opium in India; and the Government has therefore refrained from attempting the absolute prevention of opium smoking, and has had to decide whether it is preferable (*a*) that those who are addicted to the habit should indulge in it in shops licensed for the purpose where police regulations can be fully enforced and all the opium smoked would certainly be licit opium on which the duty had been paid and which would therefore be enhanced in price by the amount of the duty; or (*b*) that the smokers should be driven to smoke in their private houses or in other unlicensed places where police regulations could not be enforced, and where there would be much risk of the opium consumed being illicit opium and therefore unduly cheap.

2. The decision of most of the Local Governments has been that the evils connected with the smoking of opium in licensed shops are on the whole less than those which would arise under the system of refusing licenses for such shops. And the policy in most provinces has been gradually to reduce the number of licenses. The number of such shops has in recent years been reduced in all provinces, and in some very considerably.

3. In two provinces, however, the policy has been different. In the Punjab the Government between the years 1885 and 1890 gradually closed all the shops licensed for the sale of the preparations of opium used for smoking, and there is not now in that province any shop at which madak or chandu can be licitly sold. It is believed that this measure has caused a decrease in the practice of opium smoking, though in some districts it is already reported that private and illicit shops have to some extent taken the place of the licensed shops.

4. In the Central Provinces also the Chief Commissioner in 1890 directed the stoppage of all licenses for the consumption on the premises of opium and other drugs. Licenses for the sale of the preparations of opium which are smoked are still granted in the Central Provinces, but the number of them has been much reduced.

5. His Excellency the Governor-General in Council has now given very careful consideration to the question discussed in the preceding paragraphs and has come to the conclusion that it is expedient to try the experiment of inserting in the licenses in all provinces clauses prohibiting the smoking, or the consumption of opium and its preparations in any other form, on the premises.

6. His Excellency in Council is aware that the adoption of this measure involves the risk of unlicensed places being established for the smoking of opium or its preparations, and that dealings in illicit opium would be likely to occur in such places. It is also

probable, especially in large towns, that the change may have the effect of increasing the difficulty of enforcing police regulations for the maintenance of order. But after careful consideration of the evils, which must be faced, whichever of the two courses be adopted, he has decided that it is better to run the risk involved, and to trust to Local Governments to adopt the preventive measures best calculated to minimise it.

7. One such measure would be to reduce the quantity of the preparations of opium used for smoking of which the possession is legal, and in provinces in which licenses are issued for the sale of those preparations notwithstanding the prohibition of consumption on the premises, the amount which may be sold to one person. In most provinces the amount of the preparations of opium which may be legally possessed is the same as the amount of unprepared opium, the quantity varying from three to ten tolas. Five or ten tolas of madak or chandu furnish sufficient material for a considerable number of smokers, and the congregation of smokers in private houses, payment being secretly made to the owner of the house, is difficult to prevent, if the possession of those quantities is allowed. It is possible that if the limit of amount of prepared opium which private persons are allowed to possess were to be reduced, say, to one tola, the establishment of opium smoking dens in private houses might be more easily prevented. The Governor-General in Council will be prepared to consider favourably any alterations of the opium rules in this direction which Local Governments may propose.

8. For the reasons stated in this Resolution the Government of India now directs that, when the term for which any existing licenses are in force expires, in any licenses which may be renewed a clause should be inserted, prohibiting the consumption of opium on the premises in any form. If a Local Government considers that in any particular locality, such, for example, as the Presidency towns, it will be impossible to enforce this condition immediately, his Excellency the Governor-General in Council will be prepared to consider any representation for temporary exemption of the locality from these orders. But he desires that, as a general rule, the orders should be brought into force everywhere on the first opportunity.

ORDER.—Ordered, that this Resolution be forwarded to all Local Governments and Administrations.

Despatch from the SECRETARY of STATE for INDIA to HIS EXCELLENCY the MOST HONOURABLE the GOVERNOR-GENERAL of INDIA in COUNCIL.

MY LORD MARQUIS, (Revenue, No. 94) dated 17th December 1891.

I HAVE considered in Council your Excellency's letter No. 289, dated the 14th October 1891, with enclosures, regarding the consumption of opium in India, and the arrangements under which an excise revenue of about Rx. 800,000 is levied on that consumption.

2. The information contained in these papers is precise and interesting. Among other matters they show—

(1.) that the number of licensed opium shops in British India has decreased by 9 per cent. during the past 10 years, while the population has increased 9 per cent. There were in—

1880, 11,113 licensed opium shops in British India.
1890, 10,100 " " "

These figures, I understand, include every individual authorised shop, whether it is separately licensed, or whether it is included with other shops in one license;

(2.) that the quantity of licit opium consumed in British India, though it has fluctuated, has not increased greatly during the last 10 years; while it is claimed that in some provinces, especially in Bombay and Madras, the increase is largely due to the substitution of licit for illicit opium. The figures of actual consumption are:—

	Seers.	Chests.
1880 - - -	444,833	= 6,639
1881 - - -	399,753	= 5,966
1890 - - - -	455,114	= 6,752

(3.) that licenses for smoking opium, or its preparations on the premises (*i.e.*, for opium dens, as they have been called), are no longer granted in the Punjab or

in the Central Provinces; and you have given orders for the gradual withdrawal of all such licenses elsewhere;

(4.) that the Government of Bombay have been requested to stop the practice of requiring licensed opium vendors to sell yearly a guaranteed minimum quantity of licit opium; though you consider that the practice has, in the past, operated to check illicit opium dealings;

(5.) that it is a mistake to regard opium consumption as a new thing in the Madras Presidency; the truth being that, whereas such consumption was uncontrolled in the past, it is now controlled and checked by being made to pay a heavy duty;

(6.) that one effective measure for checking the spread of opium consumption has been to enhance the duty upon, or price of opium; and this price has during the last 10 years been raised in Assam from Rs. 26 to Rs. 37 per seer, and in Burma from Rs. 24 to Rs. 32 per seer, while in Bombay, during the past 14 years, it has been raised from Rs. 10 to Rs. 20 per seer;

(7.) that it is not practicable to close all opium shops and to stop opium consumption, so long as opium is grown in British India and in Native States. Such a measure might create serious discontent, especially in the Punjab, which is the nursery of our Indian troops, where opium is largely consumed, and where the average physique of the people is excellent;

(8.) that in Burma the Local Government has proposed arrangements for stopping the sale of opium to Burmans in the lower, as has already been done in the upper, province. You have intimated your readiness to sanction this proposal, provided certain facts are made clear; and you have told the Chief Commissioner that "any possible loss of revenue involved in" measures for checking the opium habit among Burmans "need not be taken into account";

(9.) that the total licit consumption of opium in British India would suffice to furnish a moderate daily dole of a quarter tola of opium (one tenth of an ounce) to about 400,000 people, that is, to two persons in every thousand of the population.

3. I approve the orders which you have issued on the several points noticed; and I shall be glad to receive a special report when effect shall have been given everywhere to your orders on points (3) and (4), and to learn how far you may find it possible to carry further, and into other provinces, the policy of increasing the duty on or selling price of opium (point (6) above). I recognise fully that it is the wish and the policy of your Government to check and limit the habit of consuming licit opium among Indian populations, as far as is possible without driving them to smuggling or to the use of more harmful narcotic drugs.

I have, &c.
(Signed) CROSS.

Despatch from SECRETARY OF STATE for INDIA to HIS EXCELLENCY the MOST HON. the GOVERNOR-GENERAL of INDIA in COUNCIL.

MY LORD MARQUIS, Revenue, No. 68, dated 28th August, 1890.

I FORWARD, for the information of your Excellency's Government, a copy of a memorial presented to me on the 30th July by an influential deputation on the subject of the consumption of opium and other drugs in India.

2. I informed the deputation that their memorial would be forwarded for the consideration of your Government, and I remarked that the number and character of the names appended to the memorial added weight to their representations. At the same time I said that the Government of India were, like myself, fully alive to the evil attendant upon the unrestrained consumption of opium and other intoxicating drugs.

I shall be glad to receive, at your convenience, any observations you may see fit to offer respecting this memorial.

I have, &c.
(Signed) CROSS.

THE HUMBLE MEMORIAL OF THE SOCIETY FOR THE SUPPRESSION OF THE OPIUM TRADE.

To the Right Hon. Viscount Cross, G.C.B., Her Majesty's Principal Secretary of State for India.

MY LORD, Dated July 30, 1890.

1. On behalf of the Society for the Suppression of the Opium Trade, we desire to present to your Lordship the following considerations with regard to the consumption of opium and other drugs in British India.

2. During the last two years the Society has received from different quarters information tending to show that in various parts of India the habit of opium smoking is on the increase, and in particular that houses licensed by Government in many of the towns of India, for smoking opium and its products on the premises, were causes of great demoralization. We have also received information of a similar character with regard to other narcotic drugs, of the sale of which the Indian Government has a monopoly under the Abkari Act.

The information thus received by the Society is derived mainly from papers which have from time to time been reprinted in its quarterly organ; the "Friend of China," and a reference to which will be found in the Appendix to this Memorial.

3. Recently the Society has obtained, through a return furnished by Sir John Gorst to Mr. Mark J. Stewart, M.P., information as to the number of shops for the last ten years in several Provinces of India.

The numbers are as follows:—

NUMBER of LICENSED SHOPS for OPIUM, GANJA, and KINDRED DRUGS in each PROVINCE for the past TEN YEARS, so far as the REPORTS show.

Years.	Madras.	Bombay.	Bengal.			N.W. Provinces and Oudh.		Punjáb.		Burma.		Central Provinces.		Assam.		Berar.§
			Opium.	Ganja.	Hemp, &c.	Opium.	Ganja, Hemp, &c.	Opium.	Ganja, Hemp, &c.	Opium.	Ganja, Hemp, &c.	Opium.	Ganja, Hemp, &c.	Opium.	Ganja, Hemp, &c.	
1879-80	—	—	3295	3210	372	792	2964	1164	986	67	None.	Figures not obtainable.		1463	267	532
1880-81	—	—	3308	3411	426	874	2878	1476	945	67	"	1856	1288	1463	267	550
1881-82	—	—	2893	3488	415	992	4284	1468	945	28	"	1733	1014	1404	286	555
1882-83	—	—	2849	3271	379	1024	4300	1481	959	17	"	1481	959	1373	294	579
1883-84	—	—	2843	3298	372	1078	4799	1515	980	18	"	1515	980	1373	294	586
1884-85	—	—	2742	3196	358	1103	4897	1453	984	18	"	1453	984	1343	319	585
1885-86	—	—	2626	3033	340	1056	4785	1418	989	17	"	1236	975	1329	314	594
1886-87	—	—	2545	3064	351	905	3757	1439	1107	17	"	1237	1045	1295	317	601
1887-88	1157	1296*	2381	2949	339	1086	3857	1717	†1783	16	"	1229	1070	1116	327	603
1888-89	1172	—	2367	2926	338	1084	3878	1849	†1790	30‡	"	1295	1121	1030	328	604

Madras and Bombay.—The excise reports for years before 1887-88 do not give the number of licensed shops for opium and ganja; so only two years' figures can be given. For Bombay, too, the earliest report giving these particulars is that for 1887-88. The report for the following year has not yet come. So for Bombay only one year's figures can be given. In both Madras and Bombay shop licenses for opium and drugs are shown together.

* This figure differs from that previously given, namely, 651, because the smaller figure was for Bombay alone, and did not include Sind.

† These figures differ from those previously given. The present figures include the opium shops licensed to sell other drugs. The previous figures, 397 and 722, showed only the shops separately licensed for sale of ganja, bharg, &c.

‡ In this year the 14 shops in Upper Burma were reckoned for the first time.

§ In Berar the shops for the different drugs are not distinguished.

4. With regard to the general question of the Abkari revenue from drugs, the Society is well aware that the avowed policy of the Indian Government, as repeatedly expressed in the reports on the "Progress and Condition of India," is "to obtain a maximum of "duty with a minimum of consumption." To quote the language employed in the Report for 1882–3, which contains a review for the preceding 10 years, "The rates of "duty are raised from time to time to the highest point that will not encourage illicit "manufacture or illicit importation." That report states that, "In the case of opium "and ganja, the most deleterious drugs in popular use, the consumption is being steadily "reduced by successive augmentations in the rate of duty." Whilst we are by no means able to accept this principle as satisfactory, yet even if we could so accept it, we should still feel it our duty to call attention to the need of greater stringency, especially in some of the provinces of India, in order to carry it out loyally. We would call attention to the inevitable danger under such a rule, lest the effort to reduce consumption be subordinated to the consideration of "maximum revenue"; and we would urge the importance of clear instructions being given on this point to the local officials, since there is ground to fear that they have in some instances looked upon the revenue as the first consideration, and the limitation of consumption as quite secondary.

5. With regard to Bengal, the Central Provinces, and Assam, the Society notice with pleasure, that the number of licenses for the sale of opium and other narcotics has been largely reduced during the 10 years covered by the table given above. In the Central Provinces, however, we observe that the year 1888–9 shows an increase, as compared with the three previous years, of the number of licenses for the sale of opium; and, with regard to ganja and other drugs, that there has been a steady growth in the number of licenses from 1882–3, when the licenses numbered 959, to 1888–9, when the licenses were 1,121. We suggest the desirability of calling the attention of the Chief Commissioner to this increase, and of inquiring whether it would not be possible further to restrict the number of licenses.

6. The Society is also very glad to learn from the Report for 1888–9, as from similar statements in earlier reports, that in Assam the measures taken by the Government of that province in limiting the number of licenses and raising the price of the drug have greatly affected for the better the habit of consuming opium, especially in the valley of the Brahmaputra. We observe that the Chief Commissioner's resolution on the Report for 1888–9 suggests "That the time has come to raise the question whether the price at "the Treasury, which has been for some years at its present figure, might not now be "raised." We hope that effect will promptly be given to this suggestion, and the number of licenses be further reduced at the same time. We regret to note that in Assam the number of licenses for other narcotic drugs has been steadily rising during the 10 years from 267 in 1879–80 to 328 in 1888–9.

7. The remaining provinces of India do not present similarly encouraging features. In the North-West Provinces and Oudh, the number of licenses for opium has increased from 792 to 1,084, about 36 per cent. in the 10 years, whilst the licenses for other drugs have risen from 2,964 in 1879–80 to 3,878 in 1888–9. We regard this increase as a very serious matter, and trust that the attention of the Commissioner will be called to the subject. We are glad to see that in 1886–7 the whole of the chandu shops were closed, and that the Provincial Government was then promoting tea shops as a counter-attraction. We are gratified to learn that the peremptory closing of all the opium dens in Lahore was ordered to take effect from the 1st of April last. We trust that the same measure may be extended to other parts of these provinces. The subject of providing substitutes for these demoralising practices has not been mentioned again in the reports on the "Progress and Condition of India," but we hope that it has not been lost sight of; and we would suggest that similar counter-attractions might be suitably encouraged by the Governments of other provinces. It is well known that in this country the increased supply of attractive and comfortable coffee and cocoa shops and temperance restaurants has had a powerful influence in diminishing intemperance.

8. In the Punjab the increase of opium licenses is still more startling, there being 685, or 63 per cent. more in 1888–9 than in 1879–80. There can, we feel assured, be no adequate justification for such an increase. Recent information is to the effect that the opium dens in Lucknow were to be closed, with the exception of three; we rejoice at the closing of so many, but cannot admit the necessity for any exception.

9. In Berar the increase in licenses for all drugs is 72, or 12 per cent. We have not been furnished with returns for Coorg and Ajmere, but in the latter province the "Progress and Condition" report for 1887–8 shows an increase of licenses from spirits and drugs from 205 to 210, and in both provinces the revenue from opium appears to have steadily increased.

10. The facts as to Lower Burma have frequently been brought by the Society before your Lordship's predecessors. We venture here to refer to the memorial presented to Lord Kimberley on the 4th March, 1886, in which, whilst expressing our approval of the reduction of licenses in 1881 and following years from 68 to 18 shops, we urged that the remaining licenses should be also withdrawn. We would here repeat the arguments which were put before your Lordship's predecessor, and whilst we are glad that two more shops have since then been closed, we cannot regard this as by any means a satisfactory rate of progress in the diminution of temptations and vice.

This partial success in checking the spread of an evil which, in Sir C. U. Aitchison's words, "affects the very life of this young and otherwise prosperous province," should inspire the Indian Government to proceed farther in the same direction, having as their goal the entire suppression of the trade. In support of this view we quote the report of Mr. Hodgkinson, Commissioner of the Irrawaddy district:—*

"Opium, drink, and gambling are the three curses of the country, and to cope with these evils the present machinery is utterly inadequate."

* Excise Reports, 1883–84.

"The terrible growth of opium eating and smoking, and the evil effects which have made themselves felt wherever the drug permeates, have been dwelt upon again and again, yet nothing has been done which really tends to check the evil, except in the Kyaukpyu district of the Arakan division, where opium shops have been entirely abolished with the most beneficial result. In this division, it is true, the number of shops has been greatly reduced, and the selling price of the drug somewhat raised; but the only effect of the change has been an enormous increase in smuggling and law-breaking (which the high value and small bulk of the drug make it most difficult to effectually check), in order to disseminate opium throughout the country without reducing the consumption in the very least. A large revenue is secured to the Government by the present system, but it is secured by sapping the very heart's blood of the people, the better classes of whom most bitterly reproach us, and in my opinion very justly, for our apathy and mis-government in this matter."

We also refer your Lordship to the important report by the Burmese Excise Commissioner, Mr. Copleston, who evidently is of opinion that total prohibition would be practicable, except at the seaports, and that the only real objection to this course is the consequent loss of revenue. Mr. Copleston says:—*

"The real question seems to be first, whether it is to be accepted as an admitted fact—and there can be no doubt that a vast majority of officers do consider it to be so—that opium eating and smoking are most injurious to the well-being both of individuals and of Society in British Burma; and secondly, whether, the evil is to be stopped at all hazards, and regardless of the loss of revenue which must be incurred."

And again—"The chief practical objection to the present system is that it is framed on the belief that opium is bad for the Burmese, and yet it does not go far enough, and falls far short of its intended efficiency. If opium is still believed to be a serious evil, and likely to cause deterioration—physical, mental, and moral—of the Burman, and if the revenue difficulty can be got over, then I would say, let us have shops at the seaports, and penalise its possession outside these towns."

A most important argument in favour of total prohibition is that it, and it alone, will satisfy the moral convictions of the people of Burmah. Commissioner Aitchison reported:—"Native opinion is unanimous in favour of stopping the supply altogether, and no measure we could adopt would be so popular with all the respectable and law-abiding class of the population."

More than once, natives of Burma have petitioned for the total prohibition, and they have even gone so far as to suggest to Government to impose an extra land-tax in order to make up the deficit which would be occasioned by the loss of the opium revenue. We would respectfully submit to your Lordship that it is the duty as well as the wisdom of the British rulers of India not to attempt to govern the vast realm committed to their charge altogether in accordance with the ideas and practices prevalent in Great Britain, but to give patient attention and generous consideration to the reasonable wishes, and especially to the higher moral sentiments of the people of India. In the particular case before us, if it can be proved—and it seems to us to be abundantly established on the testimony of British officials—that the Burmese are all but unanimous in desiring total prohibition of a noxious drug, then no considerations of revenue should be allowed to delay compliance with their so reasonable demand.

11. To the foregoing arguments we have one more to add. It is stated in one of the appendices to the Despatch on Abkari Administration from the Government of India, addressed to your Lordship in 1887, that "licenses were issued for the sale of ganja," in Lower Burma, "up to the year 1872, since which the cultivation, sale, or possession of that drug has been absolutely prohibited." What reason can there be, except that of the revenue involved, why the same policy should not be adopted with regard to opium?

12. With regard to Upper Burma, the Society urged in the memorial just referred to that no licenses for opium should be granted. Here again we cannot do better than repeat the arguments presented in 1886.

* "Granted, for the sake of argument, that the entire extirpation of the habit is beyond the powers of Government—although it is no compliment to the integrity and ability of British officials to place them in this respect on a level with the agents of a sovereign like Theebaw—even so, we submit that the legalization of opium consumption would be a fatal mistake. The legal prohibition of the vice which has existed for generations in Burma, Siam, and China, and which has been encouraged and supported by the British

* Excise Report, 1884–85.

Government in Corea and Japan, cannot owe its origin to the mere caprice of arbitrary monarchs, who might rather be expected to catch at so fair an opportunity of obtaining money from their subjects, but must be due to their perception of what the moral and religious sense of their people requires of them. The Oriental populations do not think it right and wise that each individual should be left to his own individual responsibility, with an opium-shop within sight, which he is free to enter or avoid at his pleasure. Knowing their own weakness, and in their anxiety for their children, they crave of their rulers that these pitfalls shall not be suffered in their midst. Even though no Asiatic government, perhaps not all the vigour and honesty of British rule, can ever entirely prevent the illicit sale and consumption of the drug, still we believe that the imperfect operation of a prohibitory law is far less harmful than would be the introduction of licensed sale. In the first place, it must be remembered that the regulated Government sale by no means avails to exclude illegal traffic, as is evident from the case of Lower Burma.

"But the main objections to the licensing system are two: the greater facility for the spread of the vice; and the injurious influence of Government patronage. While the sale and consumption are illegal, they must, under a Government of any vigour, necessarily hide away in the dark. The consequence is that it will be chiefly persons of low moral character, profligates, gamblers, and criminals, who will resort to these secret haunts of a forbidden indulgence. This state of things naturally tends to confine the indulgence chiefly to these classes, and to warn off all others. But if the Government throws the shield of its protection over the haunts of vice by licensing and deriving revenue from them, on the one hand the legality and publicity of the opium shops makes it easier for the more respectable classes to enter them, and on the other the Government loses in reputation in the eyes of the people. A further and weighty argument is to be found in the teaching of experience that the licensing of opium consumption opens the door to smuggling and illegal consumption. So long as the sale is licensed it is not always easy to tell whether opium found on the person or in the dwelling of a Burman be part of what has been legally introduced. If altogether prohibited, it would be contraband wherever found. In this way prohibition is much easier than regulation."

13. We regret that this view has not commended itself to the Government of India, and that 14 licensed shops for the sale of opium have been opened in the province, though an attempt was made to restrict the sale to the Chinese and Shan population. The following communication, taken from "Regions Beyond," a missionary publication, for May last, shows how completely our predictions have been verified. We venture again to press the necessity of complete prohibition as the only effective mode of protecting the population of this recently-acquired province from the evil habit which has wrought such havoc in Lower Burmah.

It is with bitter shame for our country and its character abroad that we read such words as the following, received lately from Mr. Stevens, of the C.I.M., who is stationed in Bhamo, Upper Burmah, which has recently become part of our great Eastern empire. He says:—

"The English Government at first published a proclamation (of which I prepared the official Chinese translation) to the effect that the Queen Empress would never derive a revenue from the sale and use of opium in Upper Burmah. In a very few months after that explicit declaration preparations were made for licensing opium dens, and deriving a revenue from it in every possible way. Licenses to buy and sell wholesale, taxes upon the drug, licenses of opium monopolies, &c., all go now to increase the revenue, and opium-smoking goes on as before, the only advantage gained being that by taxation the price of the drug is raised; hence poor men who cannot earn enough to keep themselves supplied with it will either go back to China, or take to thieving to compass this end. Property is less secure from 'sneak thieves' than it was in the Burmah days."

14. With regard to the provinces of Bombay and Madras, the figures supplied do not enable us to judge of the increase of licenses; but the revenue returns show that in Bombay the duty on opium consumed in the province, which amounted to Rx. 59, 497 in 1879–80, had risen to Rx. 121, 518 in 1888–89, having more than doubled in a period of nine years. We do not find any mention of an increase of price to account for this rapid growth of the revenue, and we fear it points to a great increase in the facilities for opium eating and opium smoking. Your Lordship will observe that much of the evidence that has reached us as to the demoralising effects of the opium dens relates specifically to the city of Bombay, and it is under a grave sense of responsibility for the

welfare of our fellow subjects in that important city, and in the province of which it is the centre, that we implore your Lordship at once to take steps to stay the spread of the plague amongst them.

15. In Madras, the return of opium licenses shows a comparatively small increase of shops from 1887–88 to 1888–89, but it gives us no information as to how far this is part of a steady process. The revenue returns, however, tell us that there has been an even greater proportionate increase in the amount derived from internal consumption of opium than in Bombay, the figure for 1879–80 being R. 25,383, against R. 60,858 in 1888–89. The evidence of Sir T. Pycroft and Mr. E. D. Harrison before the House of Commons Committee of 1871 was to the effect that there was practically no consumption of opium in the province (Evidence 1871 Qq. 3238–9 and 3961–3; 1872, Qq. 3955–6). Since that time, however, measures appear to have been taken to spread the habit of opium smoking. Thus in the "Progress and Condition" Report for 1884–85 we are told that "the licences conveying the monopoly to particular dealers have generally "been put up to auction, but in some of the Hill tracts they have been disposed of free "of charge." The only excuse for this would appear to be that hinted at in the Report for 1887–88, which states that "in the feverish Hill tracts of the northern divisions "(of Madras) the people obtain opium at a lower price than elsewhere." We would earnestly deprecate so cruel a kindness as that of teaching the people to rely on opium as a febrifuge. Without denying that it is capable of being used for this purpose, we are confident that the highest medical authorities will confirm us in stating that much more effective and less dangerous febrifuges may be found, and that in very many cases reliance on opium proves the remedy to be far worse than the disease.

16. In conclusion, we desire to impress upon your Lordship the serious danger lest the opium habit, which has proved so fatal already in the Chinese Empire and in the Dutch Colonies of Java and Sumatra, should in like manner spread throughout Her Majesty's dominions in India. That it is specially fascinating, and therefore specially dangerous to Eastern populations, is shown by the above-named instances, whilst the practicability of entire prohibition has been proved by the examples of Japan, of Corea, of certain limited districts in Java, and, we believe, of the Philippine Islands.

17. That opium, when used under proper medical advice, may be, and often is, a most valuable drug, we readily admit, but it is surely within the power of the British Government of India to devise and carry out proper provisions for its sale only for these purposes, analogous in their purpose, though necessarily different in machinery, to those contained in the Pharmacy Act, 1868, under which the retail sale of opium is regulated in this country.

18. Especially do we entreat that steps be at once taken throughout British India to close the opium dens or shops for the retail sale of opium to be consumed on the premises, which we cannot but regard as a disgrace to the British Government of India. If such establishments must exist, better far that they should be illicit, liable to be suppressed by the police, and driven to hide themselves in holes and corners, than that they should flaunt themselves in open day, parading the license of the Queen Empress, and carrying the sanction of the Supreme Government of India.

We are, with great respect,

Your Lordship's obedient servants,

(Signed on behalf of the Society for the Suppression of the Opium Trade.)

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